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Vol. IV.

SPECIAL REPORT

ON

THE SYSTEM OF EDUCATION

IN

VICTORIA.

(Sectional Reprint from Vol. V. of "Special Reports on Educational Subjects.")

ONTARIO COLLEGE OF EDUCATION
DEPT. OF EDUCATIONAL RESEARCH
UNIVERSITY OF TORONTO

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INTRODUCTORY NOTE.

The following Report is reprinted from Vol. V. of "Special Reports on Educational Subjects" published in April, 1901. In response to an invitation from the Lords of Committee of Council on Education, transmitted in 1897 by the Secretary of State for the Colonies, it was prepared by the Hon. A. J. Peacock, late Minister of Public Instruction, Victoria.

Before publication supplementary notes were added, and more recent statistics inserted by the Special Inquiries Section of the Board of Education. It has not been found practicable to alter the paging, which has reference to the volume in which the Report originally appeared.

The contents-tables and prices of the volumes of "Special Reports on Educational Subjects" already published will be found at the end.

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August, 1901.

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THE SYSTEM OF EDUCATION IN VICTORIA.

I. Primary Education.

History of Primary Education. 1836 to 1856

A census taken on the 25th May, 1836, the year following that of the first permanent settlement of the Port Phillip District (now the Colony of Victoria), showed the total population of the district as 177—142 males and 35 females; and it is also on record that a child (boy) was born in the district in the month of November of the same year. Five years later, in 1841, the population of the district, exclusive of Chinese and Aboriginals, was 11,738; the number of children of school age, 2,339; the number of schools of all kinds, public and private, 20; and the number of scholars receiving instruction in them, 691.

The Act for the separation of Port Phillip and the creation of the Colony of Victoria came into operation on the 1st July, 1851; responsible Government was introduced by proclamation on the 23rd November, 1855, and in 1856, on the 25th November, the first free Parliament of Victoria was opened. Up to the year 1856 the history of Primary Education in the Colony is practically the same, or upon the same lines, as that of similar education in New South Wales; from that year the story of Victoria, as regards all educational matters, is that of a self-governing community, free to shape its own destiny in the interests of its citizens and the formation of national character.

1857.

The position of the community generally as regards education, in the year 1857, may be gathered from the following statistics:—

Total population (exclusive of Chinese and Aboriginals)	383,574
Number of children of both sexes—	
2 years and under 7 years	42,752
7 years and under 14 years...	39,167
Number of Schools (Public and Private) ...	675
Number of Scholars	36,671
Proportion per 10,000 persons living (of both sexes, exclusive of Chinese and Aboriginals), aged 5 years and upwards, who	
Could read	9,134
Could write	7,861
Could not read	866

These statistics show that the means of instruction provided were inadequate, and that the standard of diffusion of education was, for the period and as compared with that of other communities, a high one—a circumstance due chiefly to the character of the immigrant population.

Education was at this time under the control of two Boards, viz.:—

(1) The Denominational School Board, which had commenced operations in January, 1849, and

(2) The Board of National Education, appointed for the Colony in the latter half of 1851.

The faults and shortcomings of this system of dual control were fully recognised. Not only were the means of instruction inadequate, but obstructions arose from the co-existence of two Boards supporting schools in the same localities, and employing inspectors traversing the same ground. The advantage of being first in the field, and the greater strength of sectarian interests compared with that of National interests, gave the preponderance to the Denominational system. The funds, which under one good general system would have been available for supplying schools in the thinly populated districts, were wasted in supplying to rival sects in many a centre of population, a number of small and inefficient schools, where one large school would have served the purpose, at once more efficiently and with greater economy. The Boards themselves, in their respective reports for this year (1857), strongly recommended a change—the Denominational Board expressing a desire for "an united system of public education on a religious basis," and the National Board urging the necessity of "placing the education of the young under one uniform and comprehensive system."

1858 to 1872. Several attempts were made by the Legislature to remedy this state of things. Of these the most important was a Bill for establishing a comprehensive system of education, the second reading of which was moved in January, 1858, but it was not carried. At last, in May, 1862, a bill was introduced into Parliament which had a similar object, and which became law on the 18th June following under the title of "The Common Schools Act." This measure dissolved the two existing Boards, and established a new body styled "The Board of Education," consisting of five laymen, of whom no two were to be of the same denomination. It made some provision against the needless multiplication of schools. No school was to be established within two miles of an existing school, except under certain strictly specified conditions. No school already established, and within two miles of another school receiving aid, was to continue receiving aid unless it kept an average attendance of at least sixty scholars if it were within a municipal district, and of forty scholars if not within such a district. As the minimum attendance could easily be maintained in the centres of population, an unnecessary number of Denominational schools were enabled to continue their existence in the same locality under the name of Common Schools. This circumstance constituted the main

defect of the Act. There was another circumstance which helped to retain in these schools a Denominational complexion. Every school was under the management of a local committee, of which the clergyman of the church with which the school was connected was usually the leading spirit; and this committee had in its hands the appointment and dismissal of the teachers, subject to the approval of the Board of Education. The minimum average attendance for which aid would be granted by the Board was fixed at twenty by the Act, and, under the regulations, one-half of the cost of erecting and furnishing a school was to be raised by the inhabitants concerned. These conditions prevented the establishment of schools in poor and thinly populated districts. There was no provision made for part-time schools or itinerant teachers.

In September, 1866, an important Commission was appointed to inquire into the working of the Common Schools Act. Its report, dated January, 1867, stated that the system of public instruction established by the Common Schools Act did not appear to have hitherto produced a sufficient extension of the benefits of instruction; and it also stated that the excessive multiplication of schools and teachers, occasioned by the competition of the various religious denominations and the employment of an unnecessary number of assistant teachers seemed to be the two principal causes of the undue proportion that existed between the public expenditure and its educational results. The report contained the following recommendations: —The establishment of public schools from which sectarian teaching should be excluded by express legislative enactment; the appointment of a Minister of Public Instruction responsible to Parliament; public schools to be placed under the superintendence and management, subject to the Minister of Public Instruction, of local committees to be partly nominated by ratepayers and parents; the instruction of children to be compulsory upon parents; a separate grant to be made for the purpose of aiding instruction in the rural districts; the teachers to be admitted to the Public Service upon passing a certain prescribed examination. A Bill embodying these recommendations and others was introduced into Parliament, but it was not carried.

The Act repealing the Common Schools Act and establishing the present system of State school education in Victoria was passed in December, 1872, and came into operation on the 1st January, 1873. The Board of Education was replaced by a Department of Education presided over by a Minister of Public Instruction responsible to Parliament. All schools, to be called State schools, were to be conducted in buildings vested in the Minister, and the trustees of existing schools were authorised to sell or let them from year to year to the Minister. In localities where there might be no State schools, or an insufficient number, an arrangement might be made with any non-vested school for the education of children attending it at a capitation rate; but no such arrangement was to continue beyond a period of five

years from the commencement of the Act. The education was to be free, secular, and compulsory; no teacher was to give any other than secular instruction in any State school building, but the State school buildings might be used for any purpose on days and at hours other than those required for secular instruction. Provision was made for the appointment and removal by the Governor in Council of a Secretary, an Inspector-General, inspectors, teachers, and other necessary officers. Teachers thus became civil servants, and their appointments were practically made permanent.

1873 to 1897. From the 31st December, 1877, aid to non-vested schools was finally discontinued, and thenceforward none other than State Primary Schools received support by any subsidy from the educational vote.

Slight amendments in, and additions to, the Principal Act were made by Acts of Parliament passed in October 1876 and November, 1889; and in 1890, in common with the other Victorian statutes, the laws relating to education were consolidated, and are now embodied in one Act, the Education Act 1890, No. 1086.

In November, 1881, a Royal Commission was appointed to enquire into the administration, organisation, and general condition of the existing system of public instruction in Victoria. This Commission furnished its first report in May, 1882, its second in April, 1883, and its final report in June, 1884. In the meantime—in November, 1883—a Public Service Act had been passed, placing the public service generally, including teachers, under the control of one body, the Public Service Board. The provisions in this Act relating to teachers dealt chiefly with their appointment, promotion and transfer; thei salaries; and the classification of schools and teachers. The Act provided for the appointment of a Committee of Classifiers to consist of three persons, viz: the Inspector-General of Schools for the time being, the head teacher of a State school with an average attendance exceeding 400 children elected by the certificated State school teachers, and a Government nominee, who was not to be an officer of the public service.

Amendments of and alterations in the provisions of the Public Service Act 1883 dealing with teachers were made in the Education (Teachers) Act 1888, the Teachers Act 1893, the Teachers' Salaries Act 1893, and the Teachers Act 1895. By the Teachers Act 1893, partly for reasons of economy, and partly because the system was then fully established and its working simplified as the result of some years' experience, the constitution of the Committee of Classifiers was altered by the substitution of a committee consisting of three officers of the Education Department for the semi-independent body created by the Public Service Act 1883.

The most prominent recent occurrences in connection with the educational system of the Colony have been the revived discussion of the question of giving religious instruction in State schools as a part of the free course, and the severe economies

which have been rendered necessary by prolonged financial depression.

As regards the former matter, it is of course not in the power of the Department to afford any facilities for religious teaching other than those permitted by the law, and so far no agitation having for its object an alteration of the law has received such measure of public support as would necessitate a change. The Department has however, in the "School Papers" mentioned below, introduced Scripture lessons of a purely undogmatic type, at the same time strictly enjoining teachers, in the use of these lessons, not to give any explanation of either word or text. On the whole the experiment has proved successful and has met with but little opposition.

The extent of the economies practised may be judged from the following comparison of the expenditure for the years 1890-1 and 1896-7 :—

——	Year ended June 30, 1891.	Year ended June 30, 1897.	Decrease.
Total expenditure of Department	£896,679	£609,419	£287,260
On Primary Education—			
Including Buildings... ...	811,977	517,606	294,371
Excluding Buildings ...	699,668	506,709	192,959

It will be seen that, in the period of six years, a reduction in the expenditure on Primary education, excluding that on buildings, of very nearly 29 per cent. has been effected.

This great reduction has been brought about by

(1) Discontinuing all payments and bonuses for teaching such subjects as singing, drawing, and drill, and for instruction of pupil teachers.

(2) Reducing the number of Schools.

(3) A more extensive employment of pupil teachers and monitors in lieu of assistants.

(4) Reducing the number of inspectors, relieving teachers and truant officers, and diminishing the cost of administration generally.

(5) A percentage reduction on all salaries. and the adoption of a lower scale of payments applicable to all appointments thereafter made.

(6) The amalgamation of schools and the adoption of a system of conveying children to school.

The amalgamation of schools is effected by making a school, usually in one of the large centres of population, the adjunct of a neighbouring school under one head teacher, and restricting the attendance at the adjunct to children in the 1st, 2nd, and 3rd classes.

Under the conveyance system a small payment is made by the Department for each child conveyed to school by railway or vehicle, in accordance with a scale fixed by regulation. Payments are restricted to cases where schools are closed through

low average attendance and applications where the number of children would warrant the Department in establishing a small school, and all the arrangements for conveyance, as well as the responsibility in regard to them, devolve upon the parents concerned. (*See also Supplementary Notes* I. (xi.).)

The functions and duties of the Committee of Classifiers and of the officers of the Department, the details of the provisions of the various Acts, and the results of the recommendations of the Royal Commission of 1881-84 and of other bodies, will be dealt with in the description of the present state of education in Victoria.

Meanwhile it may be said, in concluding this brief history, that the period of 25 years during which the Education Act of 1872 has been in operation, without alteration as regards its main features, has been marked by continuous and satisfactory progress. The qualifications required of candidates for teacherships and for promotion have been made higher and their scope enlarged; successive revisions have greatly improved and broadened the Course of Free Instruction; the Department has undertaken and successfully carried out the issue of publications of its own, notably of monthly "School Papers" for the 3rd and 4th classes, the varied contents of which, and the possibility of adapting them to the needs of the scholars and of current circumstances, have made them of great interest and value to the children; and the classification scheme established by the Act of 1883 has fully realized the objects for which it was designed, viz.:—(1) To secure a systematic and just classification of teachers on the grounds of literary qualification, professional ability, good conduct, and length of service. (2) To guard against improper influence in the appointment, transfer, or promotion of teachers. The working of the Act has resulted in an immense extension of educational advantages throughout the Colony, and the improved conditions under which teachers' appointments are held have proved a strong incentive to persons of a superior class to devote themselves to teaching.

Administration of Primary Education in the State (Public) Schools.

The system of administration is a centralized one, with its headquarters in Melbourne, and is under a responsible Minister of the Crown, with a staff consisting of a Secretary for Public Instruction (the permanent head of the Department), an Inspector-General of Schools, Inspectors of Schools, and other necessary officers. All payments are made by the State out of the consolidated revenue, and the administration is charged with the full responsibility of carrying out the provisions of the Acts of Parliament dealing with educational matters and of the regulations framed thereunder.

The Public Service Board.

The Public Service Board exercises important functions in connection with the appointments, transfers, and promotions of teachers, and teachers have the right of appeal to it in matters of classification. To this body also charges of a serious nature made against officers of the public service, including teachers, are remitted for inquiry.

Boards of Advice.

The Boards of Advice are local subsidiary bodies which have certain duties of local supervision assigned to them by law. The

Colony is divided into School Districts (of which there are at present 358), each with its Board of Advice, the members of which are elected by the ratepayers of the respective districts. The position is honorary, and the elections are held every three years. The Boards have no voice in the appointment of teachers. Their duties are to visit the schools from time to time, to report on their management, and on the condition of the premises; to advise as to the establishment of new schools; to urge parents to send their children to school regularly, and to report the names of those who fail to do so; also to direct, with the approval of the Minister, what use shall be made of the school buildings out of school hours. The Boards have power, under this last provision, to decide whether religious instruction may or may not be given after school hours; and the Boards' functions, as will be shown hereafter, in regard to compulsory attendance at school, are of a very important character.

Each Board also has allotted to it a small sum of money annually, called a maintenance allowance, proportioned to the number and size of the schools in the district—to be expended, at the Board's discretion, on necessary repairs defined by regulation, or, when authorized by the Department, upon other works.

School Buildings, Furniture and Accommodation.

All State school buildings, with the exception of a few temporarily rented, are the property of the State, and funds for their erection, repairs, and furnishing are entirely provided out of the consolidated revenue. No local contributions are demanded, though in some very few cases, where the number of children is very small, or the settlement precarious, the establishment of a school is made contingent upon the residents providing a suitable building, and letting it to the Department at a small rental.

The furniture supplied is of an ordinary type.

There are no regulations dealing with the building and equipment of schools. Necessary works are carried out by the Public Works Department of the Colony: and in matters of ventilation, sanitary requirements, etc., advice and information are afforded by the Board of Public Health, which also is a Government Department.

On the 30th June, 1897, the property of the Department comprised 1,955 school buildings and 1,397 teachers' residences. Accommodation was provided for 194,201 children at an allowance of ten square feet of floor space per child. (*For figures for* 1899 *see Supplementary Notes* I. (x.).)

Requisites, Books and Apparatus.

An allowance for maintenance expenses is made to every teacher in charge of a school, out of which (in addition to other requirements) have to be provided pens, penholders, ink, slate-pencils, chalk, sewing materials, and all stationery (except copybooks). It is expected that children generally will provide themselves with books, slates, and other necessary articles; and free grants of requisites are only made in cases of indigence or for use in the school.

Until within the last four years, the books, copybooks, etc., in use have been those belonging to well-known series published in Great Britain or Victoria. Of late, however, the Department has

made considerable progress in giving effect to a resolution passed by the Legislature of the Colony that the school books should be compiled and printed in Victoria. The list of the Department's publications includes a Primer and First Reader, sets of Australian Writing Sheets and Copybooks, a Manual of Health and Temperance, and Monthly School Papers for the Third and Fourth Classes. These last have proved very successful—the sale of the paper for Class III., at ½d. per copy, having reached over 40,000 per month, that for Class IV., at 1d., nearly as large a number.

In addition to the ordinary school apparatus provided free, the Department supplies, upon the application of the head teacher and on certain conditions, apparatus for the teaching of elementary science (General Lessons, Appendix A). The chief conditions are that, for every £1 granted by the Department, there shall be locally contributed a sum of £1 for a 1st, 2nd, or 3rd Class school, 15s. for a 4th Class school, and 10s. for a 5th Class school; and that the total sum granted shall not exceed a certain maximum amount in each case.

Schools and Teachers. Classification of Schools and Teachers. Appointments, Promotions, and Transfers.

To determine the status and emoluments of the teachers employed therein, all State schools are divided into seven classes as follows:—

First Class	exceeding 800
Second Class	500 to 800
Third Class	350 to 500
Fourth Class	200 to 350
Fifth Class	75 to 200
Sixth Class	35 to 75
Seventh Class	20 to 35
Eighth Class	not exceeding 20

The classification of the schools is determined triennially (or more frequently when exceptional fluctuations occur) by the Committee of Classifiers, consisting of the Secretary, the Inspector-General, and an Inspector of Schools. Subject to the provisions of the Public Service Acts the classifiers also determine the classification of teachers as regards their order of precedence for transfer or promotion; but any teacher who may feel himself aggrieved by the decision of the classifiers has a right of appeal to the Public Service Board, the body which deals with the appointment, classification, and promotion of the public service generally. Every three years a classified roll of schools and teachers is compiled and published by the classifiers. Supplementary rolls are issued every six months to notify changes occurring from time to time. The head-teachership of each school is filled by a teacher in the class corresponding to the classification of the school; but before being appointed to a school of a higher class he must hold the certificate qualifying him for such promotion.

Every teacher knows his exact position on the classified roll, and as every promotion is gazetted he is at once in a position to judge whether anyone has been unfairly placed over his head. A similar system is followed in the case of new appointments, every applicant's name being strictly recorded according to his qualifications in an employment register in the order prescribed by law.

When a vacancy arises it is the duty of the Public Service Board to see that the next qualified candidate on the register is nominated to fill such vacancy.

No new appointment, and no promotion to a higher class may be made, except upon the written request of the permanent head of the Department to the Minister, and then only upon a certificate from the Public Service Board, that such appointment or promotion is required (a provision which applies to the public service generally). All appointments are in the first instance probationary.

Entrance to the lowest branches of the service—the positions of monitors and pupil teachers—is by way of competitive examination, the appointment being given to the candidate showing the most promise as a teacher. A similar course is followed in the case of sewing mistresses.

Pupil teachers are divided into four classes, and are on appointment placed in the fourth class. They have to present themselves at examinations, held annually, and on passing, are promoted successively to the third, second, and first classes. (*See also Supplementary Notes* I. (ii.) (*c*) *and* (*d*).)

Statistics. The number of State schools on the 31st December, 1896, was 1,883, of which, 1,758 were full-time schools, and 125 part-time schools (each school comprising two branches). Of the 1,758 full-time schools, 69 had branch schools or adjuncts attached to them, such adjuncts being attended by children in the junior classes (Classes I. to III.) only. The total number of localities provided with schools was 2,008. (*For statistics for* 1897 *and* 1898, *see Supplementary Notes* I. (i.).)

The teachers employed on the 31st December, 1896, numbered 4,497, distributed as shown in the following statement. (*For statistics for* 1897 *and* 1898 *see Supplementary Notes* (*ii.*) (*a*).):—

Position.	Males.	Females.	Total.
Head Teachers	1,116	437	1,553
Assistants	151	525	676
Relieving Teachers	17	24	41
Unclassified Teachers	73	81	154
Pupil Teachers	348	1,117	1,465
Monitors	55	168	223
Sewing Mistresses	—	385	385
Grand Total	1,760	2,737	4,497

It will be seen that of the total number of teachers about 61 per cent. were females.

Staffs of Schools. The staff to be allotted to each school is fixed by Act of Parliament.

In schools with an average attendance of over 50 the head teacher must be a male, but up to that number may be either a

female or male; and a sewing mistress is employed three afternoons in each week in schools over 30 and over 35 respectively, according as the head teacher is a male or a female.

In a school of 50 to 75, the head teacher has the assistance of a sewing mistress (three afternoons per week) and one pupil teacher.

After an attendance of 75 children is reached the sewing mistress is dropped, and assistants, pupil teachers, and (from 250) monitors are added in accordance with a prescribed scale, until an average attendance of 750 to 800 is arrived at. For this the staff allotted consists of a head teacher, six assistants (4 female and 2 male), ten pupil teachers, and three monitors. Thereafter the staff is increased by the addition of pupil teachers and monitors only; that for a school 1,150 to 1,200 being a head teacher, six assistants (4 female and 2 male), eighteen pupil teachers, and four monitors.

Teachers' Examinations.

Particulars of the subjects of the examinations for teachers and pupil teachers are given in Appendices B and C.

The lowest qualification required of an applicant for appointment as head teacher, assistant teacher, or relieving teacher is the "Licence to Teach." Possession of this licence qualifies the holder for appointment to the sixth and lower classes of teachers, but not to any higher class. As, however, the names of such applicants can only be entered in the lower divisions of the Employment Register, their hopes of appointment, as compared with those of candidates who have obtained higher qualifications, are at present very slight.

For classes above the sixth possession of the Certificate of Competency, or of some higher qualification, is required; *e.g.*, the male teacher who desires to obtain promotion to the first class must, in addition to holding this certificate, be classified in first honours under the Department, or must possess a degree of the University of Melbourne, and have passed an examination in the theory and practice of teaching.

Of the 2,270 classified teachers employed in 1896, 1,381 held the Certificate of Competency or some higher qualification; the remaining 889 possessed the Licence to Teach. (*For figures for* 1897 *and* 1898 *see Supplementary Notes* I. (ii.) (*b*).)

Training of Teachers.

Beyond the instruction which head teachers and assistants are required by regulation to give to the monitors and pupil teachers employed in their schools there is not at present any provision for the training of teachers. The subjects of the annual examinations which pupil teachers are required to pass, as a condition of retention and promotion, and monitors permitted to attend, with the inducement of considerable advantage as regards accelerated promotion should they pass and thereafter succeed in obtaining pupil-teacherships, include the art and practice of teaching. (Appendix C.)

Partly owing to the need for economy, and partly because the number of trained teachers was then in excess of reduced requirements, the Training Institution was temporarily closed in the year 1894. It is hoped that the Department may shortly be in a position to reopen it. (*See also Supplementary Notes* I. (iii.).)

Payments to Teachers.

The scale of salaries as fixed by Act of Parliament is as follows:—

FIXED SALARIES.

Class.	Male Teachers.		Female Teachers.
	Head.	Assistants.	
First	£239 to £288	None	None
Second	191 to 233	None	£126 to £138
Third	157 to 185	£157 to £164	110 to 122
Fourth	130 to 151	130 to 137	85 to 105
Fifth	96 to 124	96 to 103	74 to 79
Sixth	82 to 89	None	64 to 69
Seventh	£75	None	£60
Eighth	70	£70	56

In addition to their fixed salaries, head teachers and assistants are paid as "Results," an amount not exceeding fifty per cent. of their fixed salaries, such amount being determined by the percentage obtained at the annual examination of their schools.

Male pupil teachers are paid from £20 to £50 per annum, according to their classification; female pupil teachers receive four-fifths of the salaries allotted to males. Male monitors are paid £12 and females £10 per annum.

With the exception of the allowance for maintenance expenses (cleaning the school, providing certain requisites, etc.), no additional allowances or bonuses of any kind are granted to teachers in full-time schools. Teachers of part-time schools are paid a small travelling allowance. All teachers have to pay rent when they occupy residences which are the property of the Department.

Fees.

Primary education is entirely free, no fees being charged in any State school except for instruction in "Extra Subjects."

Free meals are not provided for any children.

Course of Instruction.

The course of free instruction prescribed by law includes reading, writing, arithmetic, grammar, geography, drill, singing, drawing, and (where practicable) gymnastics. Lessons on health and temperance are also prescribed for all children over nine years of age, and in needlework for girls. In addition, English history is uniformly taught as part of the reading lessons, and object lessons and lessons in elementary science are given in all, even the smallest schools. A copy of the regulation containing the complete course of free instruction is given in Appendix A.

No special lessons in cookery and domestic economy are at present given in any State schools, nor is there any provision for manual training.

The nature of the requirements of the Department as regards instruction in Military Drill are shown in the prescribed "Course of Drill in Primary Schools."* The cadet detachments there

*This regulation can be seen at the Board of Education Library, St. Stephen's House, Cannon Row, London, S.W.

mentioned form part of a Cadet Force established in connection with State and Private schools. The course in the 1st, 2nd and 3rd class schools includes the use of arms where obtainable. The following table shows the strength of the Cadet Force in connection with State schools for 1896 :—

Number of detachments	61
Number of officers	65
Number of boys in uniform	1,684

(*See also Supplementary Notes* I. (iv.)—*Subjects of Instruction.*)

The Act requires that at least two hours before noon and two hours after noon should be devoted uninterruptedly to the subjects of the Course of Free Instruction. As a rule five hours' secular instruction is given on each school day, the minimum time sanctioned by the regulations being four and a half hours.

Standard of Education.

A "certificate of exemption from compulsory attendance" is issued to every child who passes the examination for the "Standard of Education."

Candidates are required

To read fluently from any ordinary book or newspaper a passage not containing any unusual scientific or technical words.

To write neatly in small hand from dictation, with correct spelling, a short passage containing no words of exceptional difficulty.

And to state and work sums in arithmetic up to the four compound rules and reduction inclusive.

Inspection.

The office of Inspector of Schools is classified in the Professional Division of the Public Service, and, when a vacancy occurs, it is filled (unless it be found absolutely necessary to appoint to such vacancy a duly qualified person from outside the Service) by the promotion thereto of the officer who, in the opinion of the Public Service Board, possesses the particular professional qualifications required for the office, and is next entitled by merit, good and diligent conduct, length of service, and relative seniority of such officer, and the nature of the work performed by him. In practice, vacancies of late years have been filled by the advancement of State school teachers holding University degrees, who have shown evidence of possessing the special ability and qualifications required for the position.

Inspectors are divided into three grades, of which the following are the rates of pay fixed by regulation :—

	Yearly Rate of Pay.	
	Minimum.	Maximum.
First Grade	£425	£500
Second Grade	335	410
Third Grade	250	325

Travelling allowances are also paid, based upon the size and nature of the inspector's district.

For the purposes of inspection, the colony is divided into twenty districts, each district being in charge of an inspector (the district inspector), who reports direct to the Secretary. Each school is visited at least twice in the year, once, without notice, to observe the general working and the methods of instruction adopted, and once, notice being previously given, for a detailed examination in all the subjects of instruction. Pupils over seven years of age are examined individually in the principal subjects, and individually, or in class, at the option of the inspector, in other subjects. To pupils who pass fully in the highest class a certificate, the "Certificate of Merit," is awarded. The issue of these certificates has had much effect in stimulating pupils to try to reach the highest class and obtain the certificates before leaving school.

Payment by Results.

This system is fully dealt with by regulation and in confidential instructions, defining the nature and scope of the tests to be applied and the questions to be asked, issued to inspectors of schools. Every effort is made, it is believed with reasonable success, to exclude the possibility of loss to the teacher through causes beyond his control, and to prevent any harshness in the operation of the system. The percentage upon which the payment to the head teacher and assistants in a school is based is determined by the result of the inspector's examination of the school in the subjects of the free course.

Along with the result system has been combined another principle, that of according a bonus under the name of the "Merit Grant." The maximum sum that may be awarded to a teacher by way of result payment and of merit grant is half the amount of his fixed salary. Of this maximum, only 94 per cent. can be earned upon the examination of his scholars; the remaining 6 per cent. upon the merit shown either at the date of the examination or at any inspection ("surprise" visit) during the preceding twelve months, in the following respects:—

(a) State of premises, furniture, apparatus, and supply of requisites, including their proper care; due economy as regards the free stock.

(b) Arrangement of school work (including time-table), distribution of staff, supervision, classification, discipline, tone and general effectiveness of management.

(c) Style of work at examinations and inspections, progress (as shown by percentage of promotions), presence of a sixth class where practicable, &c.

Assistants participate in the merit grant as well as in the payment for results.

The average percentage of passes for all schools gained during 1896 was 82·3 (during 1895, 81·1), and the average merit grant was 3·8 (for 1895, 3·5); also 44 schools obtained the maximum results (100 per cent.), and 186 schools the full merit grant (6 per cent.), as against 38 schools and 169 schools respectively for 1895. (*For statistics for* 1897 *and* 1898 *see Supplementary Notes* I. (vi.) (*a*).) During the year, 157,694 pupils were presented for examination,

1,346 obtained certificates of being educated up to the Standard and 1,069 obtained Certificates of Merit. (*For figures for* 1897 *and* 1898 *see Supplementary Notes* I. (vi.) (*b*).)

Compulsion. The law directs that parents of children of not less than six nor more than thirteen years of age shall cause such children, unless there is some reasonable excuse, to attend school forty days in each quarter. If there is no State school which a child can attend within two miles, this is held to be a reasonable excuse in the case of children under nine; if over nine years of age the child must attend if there is a school within two and a half miles, and if over twelve if there is one within three miles. That the child is under efficient instruction elsewhere, or has been prevented from attending school from sickness or other unavoidable cause, or has passed the Standard of Education, is also held to be a reasonable excuse for absence.

Fifteen truant officers, at salaries ranging from £150 to £180 per annum according to grade, with allowances for travelling expenses, are employed in the larger towns and their immediate neighbourhood. Their duties are to make personal investigation of each case, to report the result of such investigations to the Secretary, or to the Board of Advice, if that body elects to enforce compulsion in its district, to summon parents before the Justice when so instructed by the Secretary or the Board of Advice as the case may be, and to conduct prosecutions. The Melbourne and Metropolitan truant officers are also required to accost children found loitering in the streets. (*See also Supplementary Notes* I. (vii.) (*a*).)

In the remoter country districts, where no truant officers are employed, the Boards, the teachers, and the police afford assistance in dealing with defaulters. The police are appointed as summoning officers, and the Boards, with the aid of the teachers, make the necessary preliminary inquiries, usually by letter, and report the results to the Secretary, who gives authority for proceedings to be taken.

A fine not exceeding 5s. for a first offence, and 20s. for each succeeding offence, or in default imprisonment for a term not exceeding seven days, may be inflicted.

Apart from the enforcement of the minimum attendance prescribed by law, the encouragement of regular attendance is almost wholly in the hands of the teachers, to whose present interests and future prospects such attendance is of great importance, as affecting the payments made to them and their professional standing. The awarding of reward cards and prizes is among the means adopted by teachers with this object.

During the year 1896, in 111 out of the 358 school districts into which the Colony is divided, the Boards enforced the compulsory clauses of the Act with the assistance of the truant officers; in 171 other districts, the Boards undertook the necessary inquiries and reported to the Secretary; and in the remaining 76 districts all action required was taken by the Department. (*For statistics for* 1897 *and* 1898 *see Supplementary Notes* I. (vii.) (*b*).)

The percentage of defaulters for the year 1896 was 3·84; and the following return shows the number of prosecutions and

convictions during that year. (*For figures for* 1898 *see Supplementary Notes* I. (vii.) (*c*).):—

——	By Department.	By Boards of Advice.	Total.
Prosecutions authorised	2,436	5,398	7,834
Convictions obtained	2,035	4,469	6,504

During the year ended the 30th June, 1897, prosecutions were authorised in the cases of all the children, 475 in number accosted in the streets by truant officers, who were not found to be exempt under the provisions of the Act, and convictions were obtained in 386 of these cases. (*For figures for* 1897–8 *and* 1898–9 *see Supplementary Notes* I. (vii.) (*d*).)

Attendance.

The following statement shows the numbers of day schools, and the numbers of children enrolled and in average attendance, for the year 1872 (the year prior to the coming into force of the present Education Act, when attendance was not compulsory and education was not free), for the year 1892, and for the year 1896. (*For corresponding figures for* 1898 *see Supplementary Notes* I. (viii.) (*b*) *and* (*c*).):—

——	1872	1892	1896
Number of Day Schools in operation	1,048	2,131	1,883
Total number of children enrolled (Gross enrolment) ...	135,962	248,239	235,068
Number of distinct children enrolled (Net enrolment) ...	118,228	213,810	208,542
Average attendance	68,436	141,382	138,1
Percentage of average attendance to—			
Gross enrolment... ...	50·33	56·95	58·76
Net enrolment	57·88	66·12	66·23

The estimated mean population of the Colony in 1872 was 753,198, and in 1896—1,181,751, showing an increase of 56·89 per cent.

Since 1893, children of less than 4½ years of age have not been enrolled. Previous to that time, the minimum age of enrolment was 3 years.

In 1872, there was one night school, with an average attendance of 20 pupils; in 1892, there were 9 such schools, with an average of 482 in all; and in 1896, three schools, with an average of 115. All the pupils in attendance at night schools in the last-mentioned year were over 13 years of age. (*For statistics for* 1898 *see Supplementary Notes* I. (viii.) (*b*) *and* (*e*).)

Of the 208,542 distinct children enrolled as attending day schools in 1896, 15,946, or 7·65 per cent. were under 6 years of age; 159, 981, or 76·71 per cent., were between 6 and 13 years of

FINANCE.

RETURN showing the AMOUNTS expended on INSTRUCTION, ADMINISTRATION, BUILDINGS, 1894-5, 1895-6, 1896-7; and the ANNUAL (*Corresponding Statistics for* 1897-8 *and*

Item.	Expended during 1890-91. £ s. d.	1891-2. £ s. d.	1892-3. £ s. d.	1893-4. £ s. d.
INSTRUCTION—				
Teaching Day Schools—				
Salaries and Allowances of Teachers, Payment on Results	562,224 5 4	571,716 5 6	555,082 19 1	507,589 11 5
Payments for Instruction in Singing, Drawing, Drill, and Gymnastics	17,877 15 1	19,142 12 5	16,158 18 10	1,266 1 0
Travelling Expenses of Teachers	4,673 17 7	4,440 1 6	3,340 2 9	3,201 10 0
Conveyance of Children to State Schools	..	480 19 6	2,136 12 3	2,451 9 5
Books, Stores, Rifle-shooting, and Expenses of Examinations	4,786 13 7	5,594 1 6	3,924 16 5	2,083 11 1
Maintenance of State Schools (paid to Head Teachers for Cleaning, Stationery, Fuel, &c.)	36,315 2 4	37,158 14 10	33,221 10 5	30,160 10 0
Bonuses for passing Pupil Teachers, and for qualifying Teachers to give Instruction in Singing and Drawing	5,937 12 5	5,842 9 5	5,579 5 8	1,224 14 3
Exhibitions and High School Scholarships	9,973 8 5	9,006 9 9	7,942 11 9	6,024 2 2
Total Cost of Day Schools	641,788 14 9	653,381 14 5	627,386 17 2	554,001 9 4
Teaching Night Schools—				
Salaries, Results, and Maintenance	1,543 12 8	1,110 16 6	691 2 2	405 18 7
Total Cost of Day and Night Schools combined	643,332 7 5	654,492 10 11	628,077 19 4	554,407 7 11
Training—				
Salaries (Staff, Visiting Teacher, and Associates)	3,003 5 1	2,874 8 4	2,162 2 4	1,634 3 4
Maintenance Expenses of College	144 0 0	144 0 0	144 0 0	75 3 0
Stores, Stationery, &c.	50 0 0	50 0 0	50 0 0	50 0 0
Bonuses for Trainees promoted	401 6 2	463 17 7	434 18 8	323 17 9
Board of Students	3,345 10 6	4,151 10 7	4,262 2 5	1,534 12 5
Purchase of Prizes for Students	5 19 7	53 18 2	40 0 0	39 19 9
Total Cost of Training	6,950 1 4	7,737 14 8	7,093 3 5	3,657 16 3
Total Cost of Instruction	650,282 8 9	662,230 5 7	635,171 2 9	558,065 4 2
ADMINISTRATION—				
Salaries and Expenses of Office and Inspectoral Staffs	37,261 10 11	37,078 12 9	34,961 14 6	30,811 11 0
" " Truant Officers	9,487 16 8	9,568 8 3	8,912 2 5	5,969 3 9
Stores (Incidental Expenses, Office Requisites, Cleaning, &c.)	2,155 4 1	2,251 3 11	1,397 16 3	1,272 18 4
Boards of Advice Elections and Clerical Assistance to Council of Boards of Advice	481 0 5	142 11 4	111 15 2	297 16 2
Total Cost of Administration	49,385 12 1	49,040 16 3	45,383 8 4	38,351 9 3
BUILDINGS—				
Expended by Boards of Advice on School Buildings	6,326 12 7	6,786 6 10	2,991 7 4	2,071 5 3
" Public Works Department on Buildings and Maintenance, &c.	101,367 14 11	54,319 4 2	22,403 1 4	4,802 17 9
Rents of Buildings used for School purposes	4,614 16 11	4,064 7 3	2,877 15 8	2,055 19 10
Total Cost of Buildings	112,309 4 5	65,169 18 3	28,272 4 4	8,930 2 10
Total Cost of Instruction, Administration, and Buildings	811,977 5 3	776,441 0 1	708,826 15 5	605,346 16 3
MISCELLANEOUS ITEMS—				
Retiring Allowances, Compensation and Gratuities	33,325 6 0	38,278 0 9	43,151 7 6	50,536 1 0
Awards and Costs, Refunds, &c.	263 18 10	11 10 10	..	..
Technical Schools	38,613 1 6	29,316 6 5	17,065 3 11	10,843 6 6
Melbourne University	12,500 0 0	11,750 0 0	6,750 0 0	4,750 0 0
Total Cost of Miscellaneous Items	84,702 6 4	79,355 18 0	66,966 11 5	66,129 7 6
Total Expenditure for the Year	896,679 11 7	855,796 18 1	775,793 6 10	671,476 3 9

and MISCELLANEOUS ITEMS during the Financial Years 1890-1, 1891-2, 1892-3, 1893-4
COST of each CHILD in average attendance.
1898–9, *see Supplementary Notes* I. (ix.).)

the Year.			Cost per Annum of each Child in Average Attendance.						
1894-5.	1895-6.	1896-7.	1890-1.	1891-2.	1892-3.	1893-4.	1894-5.	1895-6.	1896-7.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s d.	£ s. d.	£ s. d.
466,537 7 0	440,882 10 3	438,370 5 5	..	..	..	..	..	..	..
10 16 7	..	31 8 0	..	..	..	..	..	..	..
2,026 11 0	1,989 3 11	1,960 13 9	..	..	..	..	..	..	..
2,974 2 1	2,093 5 0	1,906 4 0	..	..	..	..	..	..	..
1,370 10 2	1,973 9 3	3,137 5 8	..	..	..	..	..	..	..
29,241 1 3	29,201 9 8	29,662 5 11	..	..	..	..	..	..	..
14 1 10	50 0 0								
4,056 4 7	2,429 3 11	1,457 1 0	..	..	..	..	..	..	..
506,230 14 6	478,619 2 0	476,525 4 7	4 13 6	4 13 2½	4 9 11½	4 6 11	3 15 10¾	3 10 4½	3 7 9½
296 18 0	224 19 2	213 9 6	1 11 9	1 10 2½	1 10 8½	1 13 8	1 8 11½	1 13 3¾	1 13 10½
506,527 12 6	478,844 1 2	476,738 14 1	4 13 0¾	4 12 10½	4 9 9¼	4 6 9¾	3 15 9¼	3 10 4	3 7 9
..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..
..	..	..	0 1 0	0 1 1	0 1 0	0 0 6¾	..	..	..
506,527 12 6	478,844 1 2	476,738 14 1	4 14 0¾	4 13 11½	4 10 9½	4 7 4½	3 15 9¾	3 10 4	3 7 9
26,171 9 9	25,640 2 10	25,749 3 11	..	..	..	..	..	..	..
3,455 12 2	3,198 13 11	3,193 9 11	..	..	..	..	..	..	..
1,027 15 9	745 4 10	787 5 11	..	..	..	..	..	.	..
43 19 11	6 4 6	291 1 2	..	..	..	..	..	..	..
30,698 17 7	29,590 6 1	29,971 0 11	0 7 1½	0 6 11½	0 6 5¾	0 6 0	0 4 7	0 4 4	0 4 3
2,003 16 7	2,289 17 7	2,202 9 4	..	..	..	..	..	..	..
2,838 19 11	5,929 17 4	6,999 19 8	..	..	..	..	..	..	..
1,808 5 8	1,713 0 8	1,694 11 0	..	..	..	..	..	..	..
6,651 2 2	9,932 15 7	10,897 0 0	0 16 2¾	0 9 2¾	0 4 0¼	0 1 4¾	0 1 0	0 1 5½	0 1 6½
543,877 12 3	518,367 2 10	517,606 15 0	5 17 5½	5 10 2	5 1 3¾	4 14 9½	4 1 4¾	3 16 1½	3 13 6¾
83,758 4 11	78,416 13 6	76,562 9 4							
3 17 2	..	0 10 0							
11,978 18 3	14,773 4 2	11,999 19 10							
4,750 0 0	3,250 0 0	3,250 0 0							
100,491 0 4	96,439 17 8	91,812 19 2							
644,368 12 7	614,807 0 6	609,419 14 2							

age; 32,615, or 15·64 per cent., were over 13 years of age. (*For figures for* 1897 *and* 1898 *see Supplementary Notes* I. (viii.) (*e*).)

It should be observed that the computations of the cost per child given in the above return do not include the interest on the amounts expended upon the erection and purchase of buildings, which amounts have been provided by way of loans or out of the consolidated revenue. The total amount expended under this head for the period from the 1st January, 1872, to the 30th June, 1891, is estimated at £1,500,000, and this estimate has not been increased by any expenditure undertaken since the latter date. Adding interest at the rate of four per cent. per annum to the expenditures for 1890-1 and 1896-7 respectively, the resulting cost per child will be:—

For 1890-1 ... ... £6 5s. 3½d.
(Average attendance, Day and Night schools, for 1890-1, 139,184.)

For 1896-7 ... ... £4 2s. 1d.
(Average attendance, Day and Night schools, for 1896-7, 140,730.)

The amounts expended under the item "Buildings" are at present abnormally low.

The large increase under the item "Retiring Allowances, Compensation and Gratuities" is due to the number of cases in which, on account of the necessity for retrenchment in the expenditure, the services of officers and teachers entitled to payments of this nature had to be dispensed with. The expenditure under this head will, however, in the near future, gradually decrease, and will eventually cease, through the operation of an Act of Parliament passed in December, 1881, which abolished all pensions, compensation, &c., in the case of persons entering the service after the passing of that Act; and it is now required by the law that every officer or teacher appointed shall get his life insured at his own cost with some company carrying on business in Victoria.

The following statement shows the amount paid into the general revenue by the Department for the year ended the 30th June, 1897:—(*For corresponding statement for the year ended 30th June,* 1899, *see Supplementary Notes* I. (ix.).)

	£	s.	d.
1. Fines	27	5	0
2. Fines under the compulsory clause for 1896 ...	1,124	11	0
3. Rents	602	0	11
4. Sale of Departmental Publications	3,435	16	9
5. Miscellaneous	783	19	2
Total	£5,973	12	10

None of this revenue is applied to reduce the annual expenditure of the Department.

Religious* Instruction.

The law directs that no State school teacher shall give any

* Since the above paragraphs were written a Royal Commission has reported on "what Religious Instruction should be given in the State Schools of Victoria." Extracts from the Report will be found below:—Supplementary Notes III.

other than secular instruction in any State school building; but it assigns as one of the duties of Boards of Advice "to direct with "the approval of the Minister what use shall be made of school "buildings after the children are dismissed from school or on "days when no school is held therein," and, under this provision, religious instruction can be given on school days (though not by the teacher) *after* the ordinary school hours. Further the regulations provide that when such instruction is given the school is to be closed, *i.e.*, the secular instruction is to terminate, not later than 3.30 p.m.

Organized efforts made by Protestant denominations, in some of the large centres of population, to provide religious instruction at the time permitted, have recently been fairly successful.

The question of religious instruction in connection with the State school system formed one of the subjects inquired into by the Royal Commission appointed in November, 1881. The Commissioners, in their final report dated June, 1884, were evenly divided respecting the recommendation in this matter. In the report of those opposed to any concession the following words occur:—

"In any general system of education supported by the State, it "is obvious that only such subjects should be taught as are accept- "able to the great mass of the people. In this respect, it is a "great tribute to our State school system to find that the wit- "nesses who are most opposed to it as a system have no fault to "find with the subjects taught; their objection is that something "they desire is not taught, namely, the particular doctrines of "their own church. In other words, their objection cuts at the "root of any general system of State education; and as the only "way of meeting that objection would be to recognise denomina- "tional schools as entitled to aid from the State, we are unable to "make any recommendation . . . . on the subject."

Neglected Children and Reformatory Schools.

On the 31st December, 1896, the number of wards of the Neglected Children's and Reformatory Departments was 2,405 Of these 184 were in the Reformatory schools, 135 in the Neglected Children's schools, and 2,089 were boarded out. In the schools, in addition to the usual primary education, religious instruction and industrial training receive special attention. For instance, female wards of twelve years of age and upwards are taught the duties of domestic servants and seamstresses, and, as far as practicable, the use of the sewing machine.

The most important provision for dealing with the wards of this department is the boarding out system. Under this system, neglected children are placed in the charge of foster parents, subject to the supervision of a local visiting committee, and payment is made for each child at the rate of 5s. per week between the age of one year and the age at which attendance at school ceases to be compulsory. The regulations dealing with the system are strict and definite, and one of them provides that foster children must attend school twice on every school day, except that in the case of foster children over twelve years of age, who have reached the fourth standard (i.e., have passed fully in the subjects of examination for the fourth class in State schools), such attendance only as is required by the Education Act may be author-

ised by the visiting committee. The only difference therefore between foster children and other children taught in the State schools is that the former are subjected to stricter requirements as regards attendance.

Defective Children.

Provision for the instruction of the defective children is made in the Idiot Asylum attached to one of the large hospitals for the insane. There are at present 207 children in this asylum. The staff consists of one male and one female teacher, and nine male and nine female attendants. The weekly cost is about 8s. 8d. per child.

The children are taught simple Kindergarten work, including singing and drill. The girls help in laundry and house work. The boys work in the garden and workshop. They are taught to make doormats and baskets and to repair boots and clothing. Considering the mental condition of the children the result is satisfactory.

II. Education in Institutions Receiving Aid from the State.

(*a.*) *The Royal Victorian Institute for the Blind.*

Education of the Blind.

This Institute was established in 1867, and is supported by private subscriptions and by a Government grant, the amount of which for the year ended the 30th June, 1897, was £2,000. Its annual expenditure is from £4,500 to £5,000, and its management is vested in a Board of twelve members, of which His Excellency the Governor of the Colony is the president.

The object of the Institute is to give an ordinary education to the blind children of the Colony and to subsequently train them in some trade or profession by means of which they may support themselves. The curriculum of the school is the same as that of the State schools, carried, however, only as far as the fifth class at present, and the means used to enable the blind to read, write, etc., are the same as those commonly used in such institutions. Girls are also taught wool-work, and boys, netting. The annual examinations of the school are conducted by inspectors from the Education Department. At the examination held in December, 1897, the percentage gained was 90, four pupils passed for the certificate of being educated up to the standard, and the inspector's report showed that the school was in an efficient state in all respects.

Music is extensively taught on the "Braille" system, primarily as an elevating occupation for spare time, and in cases where special aptitude is shown pupils are trained for the musical profession. Piano-tuning is also taught to a few musical pupils. The trades taught are basket, mat, and brush making, the weaving of cocoa-matting, and net-making.

On the 30th June, 1897, there were 52 inmates of the Institute, 2 day-pupils and 37 non-resident workers, journeymen, etc., making 91 in all, of whom 52 were males and 39 females.

(*b.*) *Victorian Deaf and Dumb Institution.*

Education of the Deaf and Dumb.

The Government grant in aid of this Institution, which was founded in the year 1862, was, for the year ended the 30th June,

1897, the sum of £800; the income of the Institution from endowments amounted to £567, and its receipts from private subscriptions and other sources, to £1,535, making a total income for the year of £2,902. The expenditure for the same year was £3,368. The business of the Institution is conducted by a Board of Management consisting of twelve members elected from the life members and annual subscribers.

The general system under which the school is carried on is known as the "Combined System." Both the manual and the oral methods are used. The ends aimed at are the mental development of the pupils and the mastery of the English language. Every effort is made to educate the children by speech and lip-reading, and each child on entering the school is placed in the oral department. After a probation of from six to twelve months, should the pupil be considered incapable of receiving instruction by this method, a transfer is made to the manual department. All the branches of ordinary primary education are taught, and considerable attention is devoted to Kindergarten work. In addition, several of the boys are receiving regular instruction in boot making, carpentry and garden work; and the girls are taught household duties, laundry work, sewing, knitting, etc. Physical culture is also attended to. There is a well-equipped gymnasium in connection with the establishment, and regular instruction is given weekly to both boys and girls. The children are supposed to enter school at the age of seven years, and they remain at school for from eight to ten years.

The school was visited in November, 1897, by an inspector from the Education Department, in accordance with the practice which has obtained for some years, and his report as to the teaching, discipline and management of the school generally was of a decidedly favourable character.

There are at present 44 pupils in the oral department of the Institution and 22 in the manual school, all resident.

III. Non-State-Aided Primary Education.

In the centres of population there are a number of schools supported by persons, who, for social or other reasons, prefer them to the State schools. Not a few of these are on the Kindergarten system, and are especially valuable to young children. The lower forms, too, in establishments of the grammar school type, especially in those connected with the leading religious bodies, may be regarded as imparting a sound primary education. But between these two types there is a large number of schools of uncertain quality. Some of them, no doubt, are doing useful work, but it is to be feared that the same cannot be said of many of them. They are private ventures, undertaken, in many cases, by persons who, driven to make a living by untoward circumstances, have resorted to school-keeping, as requiring little capital, and as also not requiring, in their opinion, special qualifications. The number of these ventures is, in many places, producing a competition both ruinous

to the teachers and the reverse of beneficial to the pupils. The desire to gain scholars leads to unremunerative fees, and the distribution of the pupils among a multitude of small schools renders impossible that efficiency which would be secured by the better classification and superior teaching ability obtainable in a large school. The necessity of providing some remedy for this state of things is recognised. One remedy would be the passing of a law that all teachers should be required to hold a qualification recognised as sufficient by the State. Another would be the inspection of private schools by the State and the publication of the result of such inspection. Either of these measures would inevitably lead to a diminution in the number and an improvement in the character of private schools.

During the year 1896 the number of private schools in operation was 939, and the net enrolment of scholars thereat was 46,467. (*For figures for* 1897 and 1898 *see Supplementary Notes* I. (xii.).) Except in the case of the Roman Catholic schools there is no means of ascertaining, at present, which of these private schools are devoted to primary education alone.

As regards the Roman Catholic primary schools, the authorities of that church have their own independent organisation, and make every provision for the establishment, carrying on an inspection of their schools out of the fees received from the parents and amounts privately subscribed. At the close of the year 112 primary schools were in operation, with 18,743 pupils and 419 teachers. The inspector employed by the Church authorities, from whose report the foregoing figures have been taken, examined 105 of the schools, and the average percentage awarded to 73 of them was over 89.

IV. Secondary Education.

In the Colony of Victoria there is no system of Secondary Education under the direct control of the State. There are numerous secondary schools for boys and girls, (the best known perhaps being the Melbourne Church of England Grammar School, the Scotch College, Wesley College, the Roman Catholic College, and the Church of England Grammar School, Geelong,) but the provision of Secondary Education is left to private enterprise, or endowments under the control of religious or other bodies, except in so far as the subjects of such education come within the range of those provided for in the Technical schools, or are taught, for fees, under the head of "Extra Subjects," in the State schools, by the ordinary teachers employed in such schools.

In 1871 exhibitions or scholarships were granted by the State to the cleverest pupils of the State primary schools, to enable them to proceed first to approved secondary schools and then to the University. From 1893 to 1899, owing to the necessity for retrenchment, the State discontinued to offer school scholarships; but the principals of private high schools, to some extent, took the place of the State in offering scholarships in their schools to the competition of pupils from State schools as well as from private schools. (*See also Supplementary Notes* I. (xiii.) *for the new scheme of* 1900.) The Department still continues to

offer exhibitions, not more than twenty annually, for competition amongst the holders of scholarships gained as State schools pupils. These exhibitions are each of the annual value of £40, tenable for four years at the University of Melbourne, upon certain conditions as to attendance at lectures and the passing of examinations.

The fees for instruction in "Extra Subjects" to be charged by teachers in State schools are fixed by regulation and range from 3d. per week for Bookkeeping or Mensuration to 1s. for Latin, French, or German. A percentage of the fees received, not exceeding five per cent., is appropriated for payment by results, the question of whether the teacher be permitted to retain all or any part of this percentage depending upon the inspector's report upon the instruction. Extra subjects were taught during 1896 in 128 State Schools and the total of the fees paid was £1,779 15s. 5d. The instruction given is reported to be of a satisfactory character. (*See also Supplementary Notes* I. (v.), *Extra Subjects.*)

V. Technical Schools, Schools of Mines and Agricultural Colleges.*

Technical Schools and Schools of Mines.

The sciences and arts helpful to mining have, from an early period, received at the hands of the Government of the Colony that fostering care which the national importance of the industry warranted. Schools of mines were established and their maintenance aided with liberal grants from the public funds. The principal of these were the institutions provided for the great mining centres, Ballarat and Bendigo. In the year 1889, a Commission sat to inquire into the question of extending technical education in the Colony. Its report, while adverse to the introduction of special manual training into the State schools, recommended further State encouragement to technical schools. After the Commission had furnished its report, the schools named and others of a similar character were put upon a wider basis and furnished with a more comprehensive and a more systematic curriculum of studies. There are now eighteen schools in operation in the Colony. The subjects taught are divided into science, art, and trade subjects. In one of the schools, science subjects only are taught, in six, art subjects only, in six, science and art subjects, and in the remaining five, science, art and trade subjects. The sciences connected with mining receive special attention at most of the schools. (*Cp. Supplementary Notes* I. (xiv.) (*b.*).) Each school is under the control and management of a local committee chosen by the subscribers, the Government reserving to itself the right to appoint one or more representatives. Fees are paid by students for tuition in each subject, and, in addition, a certain sum is allotted annually to each school by the Government as a grant for maintenance, based upon the size, importance and efficiency of the school, and subject to the provisions specified in the regulations for technical schools. Amongst other things it is provided that the schools

* A Royal Commission on Technical Education was appointed 20th June 1899. Extracts from the Progress Reports of the Commissioners will be found below, Supplementary Notes II.

shall be open to inspection by any officer appointed for the purpose by the Minister ; that approval shall be obtained for the appointment of every teacher of a subsidised subject ; and that the course of study shall be that defined by a syllabus issued by the Department. Grants are also made upon requisition for buildings, furniture and apparatus. Examinations are held at the close of each year by an independent staff of examiners appointed by the Education Department, and certificates are issued to the successful students. In 1896, 3,181 students attending technical schools presented themselves for examination in the various subjects, of whom 217 passed with honours (science), with credit (trade), and excellent (art subjects), while 1,150 succeeded in obtaining the simple pass. Bearing in mind that the examination is open without entrance fee to all students whether they have been under tuition for a long or a short time, these results are considered satisfactory, though the actual percentage of passes obtained to candidates examined is only 43. The amount of the vote for technical schools for the year ended the 30th June 1897 was £11,999 19s. 10d. (*For figures for* 1897 *and* 1898 *see Supplementary Notes* I. (xiv.) (*c*).)

Agricultural Colleges.

There are two agricultural colleges in Victoria, one at Dookie and the other at Longerenong. There is also a school of horticulture at Richmond, a suburb of Melbourne. These institutions are for the training of young men in the theory and practice of agriculture, horticulture, and viticulture. They are under State control, but their advantages are not free. The fees, however, are moderate.

VI. University Education.

The Melbourne University.

The University of Melbourne was incorporated and endowed by a Bill introduced into the Legislative Council of the Colony in the year 1853, which became law on the 9th February of that year. The preparation of buildings and the procuring of professors took place as fast as circumstances permitted. The University commenced work with 3 professors and 16 students, admitted without examination, on the 13th April, 1855. The following facts will show the progress which has been made. At the matriculation examinations held November, 1896, and May, 1897, there were 1,310 candidates, of whom 471 passed. During the year 1896, the students attending lectures numbered 666, of whom 199 were women. Up to April, 1897, the number of degrees conferred was 2,529. The teaching staff consists of 14 professors, 17 lecturers, 5 assistant lecturers and demonstrators, and 14 demonstrators. The income of the University for the year ended the 31st January, 1897, was £28,974, made up as follows :—Annual endowment from the Government, £9,000 ; increased grant from the Government, £3,250 ; fees, £15,358 ; other sources, such as interest on bequests invested, £1,366. (*See also Supplementary Notes* I. (xv.) (*a*).)

The twenty exhibitions, each of the annual value of £40, offered by the Education Department, enable the best of the holders of scholarships gained by them as State school pupils to study four years at the University. Exhibitioners who are candidates for a

degree in Laws or Medicine may, under certain circumstances, enjoy their exhibitions for five years.

One privilege is specifically conferred by regulations of the Council of the University, upon State school teachers holding the Certificate of Competency under the Department. They are, upon the recommendation of the Minister of Public Instruction in each case, permitted to present themselves, on payment of a reduced fee, at any annual examination to be examined in all or any of the subjects prescribed for the degree of Bachelor of Arts. Should a teacher, however, desire to become a candidate for a degree, he has to pay such fees as with the fees already paid by him make up the ordinary payment.

(*See also Supplementary Notes* I. (xv.) (*b*).)

University Extension.

The University Extension Movement, on similar lines to that in connection with English Universities, was initiated in this Colony a few years ago and has met with considerable success. The Education Department has recently been in correspondence with the University Extension Board in regard to a proposal made by that body to establish a centre for the delivery of lectures on the History and Practice of Education.

A. J. Peacock,
Minister of Public Instruction for the Colony of Victoria.
Education Department, Melbourne,
12th May, 1898.

The following can be seen at the Board of Education Library, St. Stephen's House, Cannon Row, Whitehall, London, S.W.:—Recent reports of the Minister of Public Instruction for Victoria; the full text of the following acts of the Victorian Parliament: the Education Act, 1890; the Public Service Act, 1890; the Teachers' Salaries Act, 1893; the Teachers Act, 1893; the Teachers Act, 1895; the Teachers Act, 1898; and the Teachers Act, 1900; the Regulations under the Education Act, 1890; the Public Service Act, 1890, and the Teachers Act, 1893, together with the Programme of Instruction in Singing in Primary Schools, the Course of Drill and the Course of Needlework Drill in Primary Schools; the Regulations for, and General Syllabus of Instruction and Examinations in the Victorian Technical Schools; Returns of the Committee of Classifiers under Sections 77 and 78 of the Public Service Act, 1890, dated respectively Dec. 24 and June 30, 1897; Circular relative to Scholarships, dated July 1, 1897; specimens of the "School Paper" issued under the authority of the Education Department, Victoria; of the Australian Copy-books and of the Primer printed for the Victorian Education Department; and other documents relating to Education in Victoria.

APPENDIX A.

THE COURSE OF FREE INSTRUCTION.*

Class I.

(The average age of scholars presented for *individual* examination should not exceed eight years.)

Reading and Spelling.—Reading tablets, the First and Second Australian Primers, and the Introductory Reader, or approved equivalents.

Recitation.—Approved poems, at least 150 lines.

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* From "Regulations under the Education Act, 1890, and the Public Service Act, 1890, and the Teachers Act, 1893."

Writing.—To be learning to form on slates small letters, short words, and capitals from copies on the black-board and from dictation ; the elder and more advanced children to be learning to write in copy-books with pen or pencil, as in Australian Copy-books, Set A 1, or approved equivalent ; and to transcribe on slates.

Arithmetic.—To be learning to count up to 100 ; to read and write numbers up to 100 ; oral addition and subtraction of numbers each less than 11.

General Lessons.—Object lessons, and lessons on common facts such as—

(*a*) Familiar objects of the home and the school-room, *e.g.*, table, window, fireplace, loaf of bread, cup of tea, a clock, telling the time.

(*b*) Such animals as are mentioned in the Reading Books.

(*c*) Form and colour, days of the week, &c.

And, where practicable, appropriate and varied occupations (*e.g.*, Kindergarten work).

*Needlework.**—Needle drill, placing a hem, learning to hem, fastening a new thread on. Boys, where practicable, to have instruction in this subject.

Singing.†—Infant-school songs. In addition to regular lessons suitable school songs should be sung at changes in class.

Drawing.‡—Suitable exercises on slate or paper, plain, or ruled as for Kindergarten work.

Marching, Disciplinary,† *and Physical Exercises.*

Class II.

(Average age of scholars should not exceed nine years.)

Reading, Spelling and Explanation. — The Second Royal Reader, or approved equivalent.

Recitation.—Poetry from the Reading Book, at least 150 lines.

Writing.—Short words in copy-books, as in Australian Copy-books, Set A 2, or approved equivalent ; copying on slates, in manuscript, sentences from the Reading Book ; and writing on slates from copies set on the black-board.

Arithmetic.—Numeration and notation of numbers less than 10,000 ; simple addition, subtraction of numbers not higher than 100,000, and the multiplication table.

Mental Arithmetic.—Easy exercises in the addition, subtraction, and multiplication of abstract and concrete numbers.

Geography.—Explanation of a map and of simple geographical terms ; geography of the locality ; and to point out on a map the continents, oceans, and larger seas.

General Lessons.—Object lessons. Twelve to be given on natural and manufactured products from prepared notes.

Needlework.—Hemming (including beginning a hem), placing a fell, learning to seam, knitting-pin drill. Boys, where practicable, to have instruction in this subject.

Singing.—Easy school songs.

Drawing.‡—As for Class I., but work to be of better quality.

Drill.—Class Drill, including the Physical Exercises.†

Class III.

(Average age should not exceed ten years and six months.)

Reading, Spelling and Explanation.—The Third Royal Reader, or approved equivalent. From 1st February, 1896, until further notice, the *School Paper* will be used instead of the Reader.

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* The full course of instruction in needlework is given in an Appendix to the Regulations mentioned above, which can be seen at the Board of Education Library, St. Stephen's House, Cannon Row, Whitehall, London, S.W.

† The courses of instruction in Singing and Drill are given in an Appendix to the Regulations mentioned above, which can be seen at the Board of Education Library, St. Stephen's House, Cannon Row, Whitehall London, S.W.

‡ See General Note (*g*) below.

Recitation.—Poetry from the Reading Book or *School Paper*, at least 150 lines.

Dictation and Composition.—Dictation from the Reading Book or *School Paper.*

Composition: To form simple sentences.

Writing.—In copy-books, text or half-text or small hand, with capitals, as in Australian Copy-books, Set B 1, 2, and 3, or approved equivalent.

Arithmetic.—Numeration and notation; the four simple rules and the money tables; compound addition and subtraction of money.

Mental Arithmetic.—Easy exercises in the four simple rules, and calculations involved in such simple money transactions as come under a child's notice.

Grammar.—To distinguish nouns, verbs, adjectives, and personal pronouns in easy sentences, abstract nouns not being required.

Geography.—Definitions; the principal physical features and the chief towns of Victoria; the principal inlets, straits, islands, peninsulas, and capes of Australasia as indicated in lists supplied by the Department; the relative positions of the Australasian Colonies, and their capitals.

General Lessons.—Object lessons. Twelve should be given on natural and manufactured products from prepared notes.

Needlework (*for Girls*).—Hemming and seaming; casting on and knitting with two needles, plain and purled (ribbed); stitching on coarse material (*e.g.* forfar).

Singing.—Practice. Theory.

*Drawing.**—Freehand: Forms based on straight lines and circular curves; Practical Geometry: Applied Geometry with instruments.

Drill.—Class Drill, including the Physical Exercises, and, where practicable, Military Drill, viz., Squad Drill with intervals, in single rank, and in two ranks.

Gymnastics (where practicable).—The free exercises, marching, running, and jumping, and climbing ropes and poles.

Class IV.

(Average age should not exceed twelve years.)

Reading, Spelling and Explanation, and History.—The Fourth Royal Reader, or approved equivalent.

Recitation.—Poetry or Prose from the Reading Book, at least 150 lines.

Dictation and Composition.—Dictation from the Reading Book.

Composition: To form sentences, embodying selected words or phrases; other elementary exercises.

Writing.—In copy-books, small hand; simple commercial forms, including receipts, accounts current, and bills of parcels, with proper headings, as in Australian Copy-books, Set C 1, 2, and 3, or approved equivalent.

Arithmetic.—Numeration and notation; the simple and compound rules, including exercises in the ordinary weights and measures, reduction, and bills of parcels; simple practice.

Mental Arithmetic.—(*a*) Easy exercises in all the rules under arithmetic in this class. (*b*) Exercises familiarizing the children with the nature of the fractions $\frac{1}{4}$, $\frac{1}{2}$, $\frac{3}{4}$. (*c*) Rules 1, 3, 5, 7 in the section on Mental Arithmetic in the First Book of Arithmetic (Irish National Board's).

Grammar.—The parts of speech; inflexions of nouns and adjectives; to analyze simple sentences.

Geography.—The outlines of the descriptive geography of Australasia as indicated in lists supplied by the Department; the positions of the chief British possessions and their capitals; the principal islands of the world; the relative positions and the capitals of the countries of the world.

General Lessons.†—Form and motions of the earth, causes of day and night, lever, spirit-level, and pump. Lessons should be given from prepared notes.

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* See General Note (*g*) below. † See General Note (*e*) below.

Needlework (for Girls).— Hemming, seaming, knitting (including turning the heel of a stocking and six rows further), stitching, and darning. Sewing a string on.

Singing.—Theory ; practice.

*Drawing.**—Freehand : Form based on elliptical, spiral, and reflex curves. Comparative strength of lines and drawing from simple objects of one plane.

Practical Geometry : Applied Geometry with instruments. Simple scales, and drawing simple figures to scale.

Drill.—Class Drill, including the Physical Exercises, and, where practicable, Military Drill, viz., Squad Drill and Company Drill.

Gymnastics (where practicable).—As prescribed for the Third Class ; and vaulting, exercises on the rings, round swing, and horizontal ladder.

CLASS V.

(Average age should not exceed thirteen years six months.)

Reading, Spelling and Explanation, and History.—The Fifth Royal Reader, or approved equivalent.

Recitation.—Poetry or Prose from the Reading Book, at least 150 lines.

Dictation and Composition.—Dictation from the Reading Book. Composition : Easy exercises, including letter-writing. The exercises should be such as the reproduction of general lessons, or of short stories, and expanding short notes into sentences. Books to be kept showing these exercises.

Writing.—In copy-books, running hand. Commercial forms of a more advanced character than for Fourth Class, to include accounts current, other accounts, and invoices, &c. Australian Copy-books, Set D 1, 2, and 3, or approved equivalent.

Arithmetic.—That prescribed for the Fourth Class ; the meaning and notation of a vulgar fraction and a decimal, vulgar fractions, addition and subtraction of decimal fractions, practice, simple proportion, easy examples in simple interest, and the calculation of the area and sides of rectangular figures.

Mental Arithmetic.—(*a*) Easy exercises in all the rules under arithmetic in this class. (*b*) As in (*c*) Class IV., and in addition Rules 2, 4, 8, 13, 15, 18, 19.

Grammar.—Analysis of complex sentences (detailed analysis required) ; full parsing of easy sentences.

Geography.—Descriptive geography of Europe and the British Empire as indicated in lists supplied by the Department, with a special knowledge of the Australasian Colonies ; explanation of the lines marking latitude and longitude and zones on a map of the world.

General Lessons.†—The work of Class IV., and in addition the causes of the seasons, the atmosphere and its phenomena (winds, rain, &c.), thermometer, barometer, siphon, wheel and axle.

Needlework (for Girls).—To hem, seam, darn, work button-holes, gather, to knit stockings, and to commence patching.

Singing.‡—Theory ; practice.

Drawing.§—Freehand : Form based on the same elementary curves as for Class IV., but in more difficult combinations. Drawing from simple objects.

Practical Geometry : Applied Geometry with instruments. Bisections, perpendiculars, angles, parallels, division of lines into parts, proportionals greater or less. Construction of triangles and four-sided figures, circles, inscription and description of figures ; simple applications. Drawing to scale.

Drill.—As for the Fourth Class.

Gymnastics (where practicable).—The exercises prescribed for the lower classes ; rod exercises, and exercises on the horizontal bar and slanting ladder.

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* See General Note (*g*) below. † See General Note (*e*) below.
‡ See General Note (*f*) below. § See General Note (*g*) below.

CLASS VI.

Reading, Spelling and Explanation, and History.—The Sixth Royal Reader, or approved equivalent.

Recitation.—Poetry or Prose from the Reading Book, at least 150 lines.

Dictation and Composition.—Dictation from the Reading Book. Composition: More advanced exercises, such as—To state in a short and simple form the substance of a narrative; letter-writing. Pupils to keep books showing exercises in composition and letter-writing.

Writing.—Running hand. Exercise books containing running hand will be accepted. Commercial forms. Australian Copy-books, Set D 2 and 3, or approved equivalent

Arithmetic.—To vulgar and decimal fractions, compound proportion, interest, and square root; the calculation of the area and sides of right-angled triangles, and of the diameter, circumference, and area of circles, and of the contents and dimensions of rectangular and of cylindrical solids. Less difficult examples in mensuration will be set to pupils who are being examined for the first time in the class, or who are not candidates for a Certificate of Merit, than to those who are examined for the second time in the class or are presented for a Certificate of Merit.

Mental Arithmetic—(*a*) Exercises in all the rules under arithmetic in this class. (*b*) As in (*b*) in Class V., the exercises to be of a more advanced character.

Grammar.—Full parsing; analysis (classification and relation of sentences to be given); the structure of words; roots (as in the list prescribed), prefixes and affixes with their meanings and the language from which they are derived; the rules of syntax and their application.

Geography.—That prescribed for the Fifth Class in greater detail, and the descriptive geography of Asia, Africa, America, the United States, and British North America, as in list prescribed.

*General Lessons.**—The organs of respiration and digestion; the properties of liquids, solids, and gases; the simpler phenomena of heat; the pulley, the inclined plane, and one of the following:—Steam-engine, coal gas and its uses, evaporation and freezing processes, electric telegraph, the extraction of gold, or approved equivalent subject. Lessons on each subject specified to be given from prepared notes.

Needlework (*for Girls*).—To cut out, put work together, and do all kinds of needlework, including patching. Fine stitching not required.

Singing.—As for the Fifth Class.

Drawing.†—Freehand: Drawing from copies and from objects. Practical Geometry: Applied Geometry with instruments. Plans and elevations of points, lines, simple solids, and sections.

Drill.—As for the Fifth Class.

Gymnastics.—As for the Fifth Class.

GENERAL NOTES.

(*a*) *History.*—Outlines of history in the Reading Books of Fourth, Fifth, and Sixth Classes should be supplemented by teachers with information from the *Empire* or equivalent. In all schools where there is not a separate teacher for each of these classes, they may be grouped for instruction in history, may take the same work (Fourth Class work one year, Fifth Class work the next year, and so on), and be examined as a group.

(*b*) *Recitation.*—Care should be taken that such explanation is given as will enable pupils to understand and repeat intelligently the passages committed to memory. A list of the selections taught in each class should be kept for the Inspector.

(*c*) *Arithmetic.*—The Principles should be fully taught and explained, and from the earliest stages examples illustrating the practical application of the rules prescribed must be given.

In the Third Class problems involving more than one operation will not be required.

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* See General Note (*e*) below. † See General Note (*g*) below.

In the Fourth Class problems involving more than two operations will not be required.

Exercises under the head of "proportion" may be worked by the unitary method. Cube root will not be required.

The tables to be learnt should be those contained in the Arithmetical Table Book in the Department's list of books and requisites.

(*d*) *Geography.*—In teaching geography of the locality in Class II., the creeks, mountains, townships, &c., within an easy radius of the school, or that may be seen from any hill near it, should be given. A map showing this information should be provided, and should be left in school by teachers when transferred.

In Class III. the physical features of Victoria should comprise its mountains, rivers, lakes, inlets, capes, and peninsulas.

In Classes IV., V., and VI., by the descriptive geography of a country is to be understood such a description of its physical features, its natural productions, and its inhabitants as is usually found in any good text-book.

(*e*) *General Lessons.*—In Fourth, Fifth, Sixth, and Seventh class schools the Fourth, Fifth, and Sixth Classes may be combined for general lessons, the work prescribed for the Fifth Class to be taken. Teachers in permanent charge of schools may substitute for general lessons an equivalent number of elementary lessons in any approved science. An abstract of the lessons given should be left in school by teachers when transferred. Instruction will not be considered satisfactory unless illustrated by suitable objects, apparatus, etc.

(*f*) *Singing.*—(1) Suitable school songs should be taught in all classes. (2) In those schools where the Tonic Sol-fa notation is adopted, instruction must be given in accordance with the requirements of the programme recognised by the Department.* (3) In Fourth, Fifth, Sixth, and Seventh class schools where there are no visiting teachers of singing, no higher programme than the programme of the Fourth Class will be insisted on in the higher classes. The following books are recommended to teachers who wish to acquire proficiency:—*Stimpson's Singing Class Book, Curwen's How to Read Music and Understand it, Curwen's Companion for Teachers, and Sight Singing for Schools* (London National Society's Depository).

(*g*) *Drawing.*—In all classes above the Second, the work should be on paper. In Fourth, Fifth, Sixth, and Seventh class schools, where there are no visiting teachers of drawing, no higher programme than that of the Fourth Class will be insisted on in the higher classes.

Classes I. and II.—Exercises to be such as appear in the Department's Series of Graded Examples; in Poynter's Drawing for the Standards, books 1, 2, 3, and 4; *or* in Ablett's Drawing Copies, books 1 and 2. In cases where an example is to be used both for freehand and for ruling, *the ruled exercise should be taken first.*

Class III.—Freehand: Poynter's Drawing, book 5, except the last two pages; *or* Ablett's Drawing Copies, book 3, except diagram No. 25. (It will be noted that the diagrams are such as can be made by rule and compass.) Practical Geometry: Poynter's Drawing, books 7 and 8, *or* Ablett's Drawing Copies, book 4.

Class IV.—Freehand: Poynter's Drawing, books 9 and 10; *or* Ablett's Drawing Copies, book 7. (The least complicated diagrams, based on the curves mentioned—elliptical, spiral, and reflex—should be selected; and where dotted lines appear, very faint continuous lines should be used in place of them. Practical Geometry: Poynter's Drawing, books 12 and 13; *or* Ablett's Drawing Copies, book 9.

Class V.—Freehand: Poynter's Drawing, books 14, 15, and 16; *or* Ablett's Drawing Copies, books 10 and 11. (In Model Drawing the pupils should draw from the objects, not from the diagrams. In Ablett's Series, books 5 and 8, much useful information will be found regarding the treatment of lessons in drawing from objects.) Practical Geometry: Poynter's Drawing, books 17 and 18; *or* Ablett's Drawing Copies, book 12.

Class VI.—Freehand: Poynter's Drawing, books 20 and 21; *or* Ablett's

* This programme can be seen at the Board of Education Library, St. Stephen's House, Cannon Row, Whitehall, London, S.W.

Drawing Copies, books 13 and 14. Practical Geometry: Poynter's Drawing, book 22; *or* Ablett's Drawing Copies, book 15, parts 1 and 2.

(*h*) *Cookery.*—In schools where suitable provision is made for instruction in cookery, somewhat less time than is required in other schools may, subject to the approval of the Minister, be given to needlework by the girls in the upper classes.

(*i*) *Special Lessons.*—To children above nine years of age, lessons from some recognised lesson books on the laws of health and on temperance should be given at least fortnightly. The Health lessons should also include the information contained in these wall sheets—*Treatment of Snake-bite*; *Treatment of the apparently Drowned*; *What to do till the Doctor comes.* An abstract of the lessons given should be left in school when a teacher is transferred.

(*j*) *Certificate of Merit.*—To obtain this certificate candidates must pass an examination in the subjects prescribed for Sixth Class (see above), except Poetry, Singing, Drawing, Drill, and Gymnastics.

NOTE.—Head teachers will be required to thoroughly examine at regular intervals all the classes in their schools at least three times a year. A copy of the questions given, and a record of the examination in detail, should be kept for the information of the District Inspector.

APPENDIX B.

PROGRAMME OF TEACHERS' EXAMINATIONS.*

Licences to teach will be granted to pupil teachers who have completed their course.

Certificates of competency will be granted, subject to Regulation* on following page, to candidates upon examination in the following subjects:—

Reading.—To read fluently, and with proper expression and emphasis, both prose and poetry, from any book or newspaper.

Dictation and Composition.—To write from dictation, with correct spelling and punctuation, from any ordinary book or newspaper, and to compose a short essay on some given subject.

Writing.—To write neatly text or half-text and small hand. The general character of the writing in the examination papers will be considered in judging this subject.

Grammar.—Grammar, including structure of words, analysis, and syntactical parsing; to answer questions on the language and subject-matter of works of standard English authors (to be prescribed from time to time), and on the lives of the authors; and to learn by heart not less than 150 lines from the works prescribed.

Geography.—The form, motions, magnitude, and measurement of the earth; latitude and longitude; the surface of the earth, including mountain systems, plateaux, plains, and valleys, volcanoes and their distribution, river systems and lakes, oceans and their phenomena; climatology, including winds, heat, and moisture; distribution of plants and animals; descriptive and political geography of the world generally; map drawing.

Arithmetic.—Arithmetic generally (including the metric system of weights and measures) and the elements of mensuration, viz., the calculation of the sides and areas of rectangular surfaces and of triangles, the diameters, circumferences, and areas of circles, and the contents and dimensions of rectangular and cylindrical solids. A knowledge of the principles will be required.

Book-Keeping.

History.—History of the British Empire, with a special knowledge of Australasian discovery and settlement, and of the history and constitution of Victoria.

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* From "Regulations under the Education Act, 1890; the Public Service Act, 1890; and the Teachers Act 1893."

Elementary Science.—That prescribed in the programme for pupil teachers, but in greater detail. An elementary knowledge of electricity.

Singing.—Theory: As for Class VI. (Appendix A. above).
Practice: To pitch and conduct an easy school song; to sing at sight a simple junior-class song of not greater difficulty than the "Minstrel Boy."

Drawing.—As for Class VI. (Appendix A. above).

Needlework.—Females to be able to cut out and to do any kind of plain needlework, including patching and mending, to darn and to knit, and to give a class lesson in such work.

Theory and Practice of Teaching—
(*a*) To compose the notes of, and to give, a collective lesson on a subject chosen by the Inspector; to be able to drill a class.
(*b*) To answer questions in school organization and management, and methods of teaching. A knowledge of the subjects to be treated of, and of the methods to be adopted, in giving lessons on health and temperance will be included under this head.
(*c*) Males to draw up and carry out a time-table suitable for the school of which the candidate has charge.

Examinations of teachers for certificates of competency will be held annually at Melbourne and such other places as the Minister may appoint. Candidates must be eighteen years of age. Pupil teachers who have not passed fully in the literary work of the First Class will not be permitted to present themselves at this examination.

A certificate of competency will not be issued to any teacher until he has satisfactorily performed the duties of his position for not less than twelve months subsequent to his having completed his examination in the literary work for such certificate.

The requirements for classification in honours will be as under :—

FOR SECOND HONOURS.

(1) To have obtained one of the first four literary qualifications prescribed for a Third Class teacher under the Public Service Act, viz. :—
(i.) To hold a certificate of competency and to have also passed the Matriculation examination at the Melbourne University.
(ii.) To hold a certificate of competency, and also hold two of the Department's Science certificates.
(iii.) To have obtained the trained teacher's certificate subsequently to 31st December, 1875.
(iv.) To have obtained a trained teacher's certificate of first or second class under the Board of Education; and

(2) To hold a degree of the Melbourne University in Arts, Science, or Laws; or to have passed at the Melbourne University the first ordinary examination for the degree of Bachelor of Arts; or to have passed in four of the subjects prescribed for one of the ordinary examinations in Arts, at least two of which must be passed at one examination, and the remaining subject or subjects at one examination held in the same or the next succeeding year.

(3) To have passed a satisfactory examination in the theory of teaching, embracing—
(*a*) The leading principles of education; the faculties, their training and development; habit and character.
(*b*) School organization and management; methods of teaching; notes of lessons.

(4) To have satisfactorily discharged the duties of a head teacher in a Fifth or higher class school for at least two years, and to be recommended for classification in honours in a special report by the Inspector-General or by some other Inspector of schools deputed to report on the candidates application for such classification.

FOR FIRST HONOURS.

(1) To have obtained Second Class honours, and to hold a degree of the Melbourne University in Arts, Science, or Laws or to have passed at the Melbourne University the second or the third ordinary examination for the degree of Bachelor of Arts; or to have obtained Second Class honours, and to have passed in four of the subjects prescribed for the second ordinary examination in the course for the degree of Bachelor of Arts, at least two of which must be passed at one examination, and the remaining subject or subjects at one examination held in the same or the next succeeding year.

(2) To have passed a satisfactory examination in the theory and history of education.

(3) To be recommended for classification in First Class honours in a special report by the Inspector-General or by some other Inspector of schools deputed to report on the candidate's application for such classification, and, if males, to have satisfactorily conducted a school of the Fifth or higher class for at least two years.

Provided that the candidate, unless he hold a trained teacher's certificate, shall have passed at some examination of the University of Melbourne—(*a*) in Latin or Greek, and also (*b*) in Mathematics, as in any ordinary examination for the completion of a year, or in Algebra and Geometry, as in the Matriculation examination. *Provided also that no candidate shall be awarded First Honours on the same examination as that on which he has been awarded Second Honours.*

Application for permission to attend the University examination at the reduced fee must be made to the Secretary, on or before 7th September in each year, on a form which will be supplied on application at the Education Office.

MUSIC.

Licences to teach and certificates of competency will be granted upon examination.

FOR A LICENCE TO TEACH, THE CANDIDATE WILL BE REQUIRED—

Sight Singing.—To sing at sight, in correct time and tune, an exercise consisting of diatonic intervals, which may be written in minims, dotted minims, crotchets, dotted crotchets, and quavers.

Ear Test.—(*a*) To write a short and simple melody in notes of equal length which may contain a modulation by stepwise accidents only.

(*b*) To write in correct time two to four bars, sung upon one note, in $\frac{2}{4}$, $\frac{3}{4}$, or $\frac{4}{4}$ time.

Transposition.—To transpose a given melody.

Theory.—Notation in the various clefs, time accents, major and minor scales, the common chord and its inversions, to have a general knowledge of the voice registers of children.

Teaching.—To give a satisfactory lesson on any part of the programme for singing in the course of free instruction. This will include beating time correctly, extemporising suitable exercises, and pointing a song from memory on a staff or modulator.

FOR A CERTIFICATE OF COMPETENCY THE CANDIDATE WILL BE REQUIRED—

Sight Singing.—(*a*) To sing at sight, to words, a melody containing modulation to the Dominant, Sub-dominant, and their Relative Minors.

(*b*) To sing (to *laa*) a melody containing modulation to the Tonic Minor or Super-tonic Major, with semiquavers in easy positions.

Ear Test.—Six or eight bars (resembling a hymn tune) containing modulation to Relative Minor, Dominant or Sub-dominant, with easy chromatics.

Theory of Music.—Elements of Harmony and Construction as far as the Dominant 9th and discords of suspension, with simple modulations; this will include harmonizing a melody in two, three, or four parts, and adding three parts to a figured bass.

Art of Teaching.—To teach a class efficiently; to present a class taught by the candidate for a period of twelve months, which shall pass a satisfactory examination.

Drawing.

Licences to teach and certificates of competency will be granted upon examination.

PROGRAMME OF EXAMINATION FOR A LICENCE TO TEACH.

Freehand.—An outline drawing from the flat of an example which may contain a combination of straight lines, simple and compound curved lines, and may illustrate such elementary principles of ornamental construction as radiation, tangents, symmetry, gradation, breaks, &c.

Practical Geometry.—The construction of angles, the usual simple plane figures, the plain and the diagonal scale, and the scale of chords; the inscription of figures within, and the description of figures without, simple given figures; the simple application of proportionals; the plan and elevation of points, lines, and planes, and of such solids taken singly as the cube, the four simpler right prisms, the four simpler right pyramids, and the right cylinders and cones.

Perspective.—The perspective representation of points, lines, and planes, and of simple objects based upon the solids required for Practical Geometry above.

Model Drawing.—A linear representation of any group of three simple objects.

Teaching.—To draw from memory or otherwise examples under any of the above heads, and to teach a class satisfactorily.

PROGRAMME OF EXAMINATION FOR A CERTIFICATE OF COMPETENCY.

Linear Drawing.—An outline of a small portion of conventional ornament from a cast, or an equivalent in low relief; an analysis of the principles of composition used in the example.

Shading.—To draw, in light and shade, from a simple object of uniform colour, and to give a linear analysis of the chief shades.

Teaching.—(1) To draw from memory or otherwise simple examples under each of the above heads, and to teach a class satisfactorily. (2) To produce a class taught by the candidate for twelve months that can pass a satisfactory examination.

N.B.—Candidates for a certificate of competency must have passed the examination for a licence to teach drawing.

Military Drill.

Certificates for Military Drill will be granted to teachers in the service of the Department on their passing a practical examination in Parts I. and II. of the "Infantry Drill" at the time in use by the Victorian Military authorities.

Gymnastics.

Certificates in Gymnastics will be granted upon examination in the following programme:—

(1) *Theory of Gymnastics*, including so much anatomy and physiology as is required for explaining generally the uses of the various exercises, and the muscles and organs affected by them.

(2) *Practice of Gymnastics.*—To perform exercises on any gymnastic apparatus, free exercises, exercises with dumb-bells and rods, running and jumping. (Female candidates will not be required to perform exercises on the horizontal and parallel bars.)

(3) *Teaching.*—To be able to teach a class satisfactorily any gymnastic exercises.

SCIENCE.

Certificates for each of the following subjects will be granted upon examination :—

(*a*) Botany.
(*b*) Chemistry.
(*c*) Dynamics and Heat.
(*d*) Electricity and Magnetism.
(*e*) Geology and Mineralogy.
(*f*) Physiology.
(*g*) Sound and Light.
(*h*) Agriculture.

Examinations will be held annually, when all teachers who hold a certificate of competency, or have passed in all the literary subjects required for that certificate, may be permitted to attend.

APPENDIX C.

PUPIL TEACHERS' REGULATIONS.*

REQUIREMENTS FOR THIRD CLASS.

Reading.—To read fluently from the Fifth Royal Reader, or equivalent.

Poetry.—To be able to write from memory, or repeat, any passage from prescribed poetry in the Reading Book, and to answer questions on the meaning and subject-matter.

Writing.—To write fairly half-text or text and small hand.

Dictation and Composition.—To write out neatly in small hand, with correct spelling and fair punctuation, any passage dictated from the Fifth Reader, or equivalent. Composition—Easy exercises, including letter-writing.

Arithmetic.—Numeration and notation, the simple and compound rules, reduction, and bills of parcels, vulgar and decimal fractions, practice, simple proportion, simple interest, and the calculation of the sides and areas of rectangular surfaces ; mental arithmetic.

Grammar.—Analysis of complex sentences, inflections of parts of speech, the full parsing of an easy sentence.

Geography.—The descriptive geography of Europe and of the Australasian Colonies ; the form, magnitude, and motions of the earth ; meridians, parallels, and zones.

History.—History of England ; outlines from the Conquest to the accession of Henry VII.

Elementary Science.—The chief forces of nature ; the properties of solids, liquids, and gases ; the simpler phenomena of heat (expansion of matter, liquefaction of solids, &c.).

Singing.—Theory : As for Class IV. (Appendix A. above) or Tonic Sol-fa equivalent.

Practice : As for Class III. (Appendix A. above); to pitch and sing an Infant-class song.

Drawing.—Freehand : As for Classes IV., V., and VI. (Appendix A. above) and from such examples as are given in Poynter's Drawing, books 23 and 24, *or* in Ablett's Drawing Copies, book 16.

Needlework (for Girls).—

(1) Cut out and make a chemise.
(2) A plain darn of hole in stocking-web material.
(3) Paper patterns, cut and tacked together, of a pinafore and a night-shirt.
(4) To knit a sock.

Art of Teaching.—To be able to give satisfactory lessons in reading and geography. Class Drill : Attention, right turn, left turn, half-right turn, half-left turn, marching, wheeling in file, and physical exercises.

REQUIREMENTS FOR SECOND CLASS.

Reading.—To read with fluency and expression from the Sixth Royal Reader, or equivalent.

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* From Regulations under the Education Act, 1890 ; the Public Service Act, 1890 ; and the Teachers Act, 1893."

Poetry.—To be able to write out from memory, or repeat, any passage from prescribed poems, and to answer questions on the meaning and subject-matter.

Writing.—To write half-text or text and small hand.

Composition.—To write from memory neatly, in small hand, with correct grammar, spelling, and punctuation, the substance of a narrative read aloud.

Arithmetic.—The work of the Third Class; compound proportion and interest; square root; the calculation of the sides and areas of right-angled triangles, and of the diameter, circumference, and area of circles; mental arithmetic.

Grammar.—The rules of syntax and their application; analysis and full parsing, prefixes and affixes.

Geography.—The work of the Third Class, and the descriptive geography of the remaining continents.

History of England.—Outlines from the accession of Henry VII. to the accession of William and Mary, and such historical lessons on the same period as may be contained in the Reading Books.

Elementary Science.—The work of the Third Class; the atmosphere and its phenomena (winds, rain, &c.); the simpler kinds of physical and mechanical appliances, *e.g.*, the thermometer, barometer, lever, pump, siphon, spirit-level.

Needlework (for Girls).—

(1) Cut out and make an infant's night-dress.
(2) A patch in calico, one in flannel, and one in print.
(3) Patterns of boy's shirt and woman's night-dress drawn to scale on paper.
(4) To knit a stocking.
(5) To give a class-lesson on hemming or seaming.

Singing.—Theory: As for Class V. (Appendix A. above) or Tonic Sol-Fa equivalent.

Practice: As for Class IV. (Appendix A. above); to sing at sight a melody of not greater difficulty than "The Old Hundredth" or "Melcombe"; to pitch, sing, and conduct an Infant-class song.

Drawing.—Practical Geometry (Plane and Solid): As for Classes IV., V. and VI. (Appendix A. above), and such problems as are given in J. H. Morris's "Geometrical Drawing for Art Students," *or* in J. H. Morris's "Practical Plane and Solid Geometry," Section I.

Art of Teaching.—To be able to give a satisfactory lesson in writing, grammar or arithmetic; to understand class drill.

Requirements for First Class.

Reading.—To read with fluency and expression any prose or poetry.

Writing.—To write text or half-text, small, and running hands.

Composition.—To write from memory neatly, and with correct grammar, spelling, and punctuation, the substance of a short essay read aloud.

Arithmetic.—The work of the lower classes; the contents and dimensions of rectangular and cylindrical solids; mental arithmetic.

Grammar.—The work of the Second Class, with the structure of words, and a knowledge of some English classic to be prescribed from time to time

Geography.—The descriptive geography of the world, including the physical geography of the oceans; climatology, including the laws relating to winds, and the distribution of heat and moisture; to draw maps of the continents, showing their outlines, chief mountains, inland waters, and towns.

History.—Outlines of history of the British Empire from the Revolution to the present time, with such historical lessons on the same period on Australasian discovery and settlement, and on the history of Victoria, as may be contained in the Reading books.

Elementary Science.—The physical and mechanical appliances prescribed for the Second Class. The organs of respiration, digestion and circulation; the wheel and axle, pulley, and inclined plane.

Singing.—Theory : As for Class VI. (Appendix A. above), or Tonic Sol-fa equivalent.

Practice : As for Class V. (Appendix A. above). To sing at sight a simple junior-class song of not greater difficulty than "The Blue Bells of Scotland" or "The Minstrel Boy."

Drawing.—Linear Model Drawing from such objects as appear in Poynter's Drawing, book 25 (combination of not more than three objects required), *or* from common objects based upon the same form as the models in book 25 *supra* are based upon. (Shading not required.)

Needlework (for Girls).—

(1) A specimen required in the making of calico garments.
(2) Specimen in flannel, showing all stitches required in making flannel garments.
(3) Hedge-tear darn.
(4) Paper patterns, cut out and tacked together, of child's drawers and a pinafore.
(5) To teach any kind of plain sewing.

Art of Teaching.—

(1) To draw up lesson notes and to give general lessons.
(2) To answer easy questions on methods of teaching, and to be able to keep the school records.
(3) To understand class drill.

N.B.—*Candidates in all classes will be required to show and explain how short mental exercises in arithmetic are to be solved, and to understand the principles of arithmetic.*

In judging of the writing, the general character of the penmanship in the examination work will be taken into consideration in all classes.

A general examination of pupil teachers will be held annually, and all pupil teachers who have been appointed not less than twelve months will be required to attend thereat.

At the annual examination pupil teachers will be classed for the year. They must pass in order the examination for each class.

Pupil teachers will not be allowed to present themselves for examination in more than one class in any one year, unless (*a*) they are not less than seventeen years of age on the first day of January of such year, or unless (*b*) they have in a previous year failed to obtain promotion. Provided that when, under the provisions of the preceding clause (*b*) a pupil teacher under seventeen years of age is allowed to present himself for examination in more than one class in any one year, he shall not be promoted in such year to a higher class than he would have obtained had he passed each successive yearly examination.

Pupil teachers in the Fourth Class, who have obtained the merit certificate awarded to pupils who pass fully in the subjects prescribed for Class VI. in the course of free instruction (Appendix A. above), and who have, in addition, passed in singing, drawing, and the art of teaching for the Third Class of pupil teachers, as prescribed above, may, without further examination, be promoted to the Third Class of pupil teachers. In the case of pupil teachers who obtain the merit certificate prior to their appointment, such promotion shall not take place before the first day of January next succeeding the date of their appointment.

Pupil teachers will be liable to dismissal, on the recommendation of the Classifiers, for misconduct or failure to pass the annual examination.

Head teachers and assistants will be required to give to their pupil teachers instruction, outside of the ordinary school hours, as follows :—

In a school having but one pupil teacher, except as hereinafter provided, five hours per week ; in a school having more than one pupil teacher, except as hereinafter provided, at least six hours per week. *The time for such instruction and the names of the teachers giving the instruction must in all cases appear on the time-table.* The time actually given to the instruction shall be entered in the teachers' rolls by such head teacher or assistant, as the case may be. The exercise

books kept by the pupil teachers, showing the work done under the direction of the head teachers and assistants, shall be dated from day to day, and shall be produced to the District Inspector at his half-yearly visits.

Special classes for the instruction and training of pupil teachers may be formed when practicable in the principal centres of population. Pupil teachers employed in schools situated at convenient distances from the places in which these classes are or may be held will be required to attend such classes, at such times as the Minister may from time to time direct.

Where pupil teachers attend the special classes referred to in the preceding section, the instruction to be given by the head teachers and assistants under the section given above, shall not be less than three hours per week. Such instruction shall be given at suitable times, and shall embrace such portions of the pupil teachers' course as may from time to time be determined by the Minister.

Pupil teachers and paid monitors will not be reckoned as scholars in any examination under the Regulation for payment by way of results and their attendance at school must not be recorded in the school rolls.

APPENDIX D.

DISCIPLINE.*

1. Corporal punishment shall be administered only by the head teacher, and by such assistant teachers as he may authorize.
2. When more than one stroke is given, an entry, giving the date, the name, class, and age of the pupil, the nature of the offence, and the extent of the punishment, shall be made in a book kept for the purpose, entitled the "Register of Corporal Punishment."
3. The instrument employed should be a strap or cane, preferably the former. Boxing ears or striking on the head is strictly prohibited.
4. *Corporal punishment shall be inflicted upon boys only.*
5. The names of the assistant teachers authorized by the head teacher to inflict corporal punishment shall be entered, from time to time, by the head teacher on the first page of the "Register of Corporal Punishment."
6. The head teacher will be held responsible for the nature and extent of the punishment inflicted in the State school under his charge.
7. No pupil shall be expelled from a State school except with the express sanction of the Minister. In extreme cases, a head teacher may suspend the attendance of a pupil, at once reporting the matter to the Minister and the board of advice. If, after inquiry, the circumstances seem to call for expulsion, the Minister may so order. Otherwise the pupil shall be re-admitted.

SUPPLEMENTARY NOTES.

I. The information in the following notes is based on official documents received since the above report was written. Unless otherwise stated, the extracts are taken from the report of the Minister of Public Instruction for the year 1898–99.

(i.) Schools in Operation.

"On the 31st December, 1897, the number of schools in operation was 1,874, viz., 1,742 full-time and 132 part-time schools.

* From Regulations under the Education Act, 1890; the Public Service Act, 1890; and the Teachers Act, 1893

As each part-time school comprises two branches, the number of localities provided with schools was, therefore, 2,006. Of these schools (1,874) 3 were closed on 31st December, 1897, so that the year 1898 opened with a roll of 1,871 schools. Sixty schools were added to the roll during 1898, of which 22 were old schools re-opened, 16 were branches of part-time schools made into independent establishments and 22 were opened in districts previously unprovided for.

. . . . . .

"During the same period (1898) 22 schools were made part-time, and 5, in centres of population, were converted into adjuncts of neighbouring schools for junior classes only, while 30 schools were closed, and, as far as practicable, were brought under the system of conveyance. There were, therefore, at the close of 1898, 1,874 schools in operation, including 135 part-time schools. But as each part-time school is made up of two branches, there were 2,009 localities provided with schools, as against 2,006 for the preceding year. If to these are added the adjuncts (75), which are kept open for the junior classes, the number of localities provided with schools at the close of 1898 would be raised to 2,084. During 1898 the number of schools, exclusive of adjuncts, was 1,874, a number representing a decrease of 3 full-time schools, but an increase of 3 part-time schools, the total number of localities provided for (2,009), showing an increase of 3 on the preceding year, as appears from the following table":—

DAY SCHOOLS IN OPERATION IN 1897 AND 1898 RESPECTIVELY.

Date.	Number of Schools on the Roll.	Number of Full-time Schools.	Number of Part-time Schools.	Number of Localities provided with Schools.
31st December, 1897 - -	1,874	1,742*	132	2,006
31st December, 1898 -	1,874	1,739†	135	2,009
Decrease - - -	—	3	—	—
Increase - -	—	—	3	3

(ii.) TEACHERS.

(*a*) The total number of teachers employed in the Education Department at the end of 1898 amounted to 4,618, as against 4,617 in 1897.

The following statement shows the number and distribution

* In this number are 71 schools worked as adjuncts but not counted as independent establishments.

† In this number are 75 schools worked as adjuncts but not counted as independent establishments.

of teachers in the Education Department on 31st December, 1897, and on 31st December, 1898:—

Position.	1897.			1898.		
	Males.	Females.	Total.	Males.	Females.	Total.
Head Teachers - -	1,117	435	1,552	1,188	495	1,683
Assistants - - -	156	540	696	155	558	713
Relieving Teachers -	15	23	38	13	20	33
Unclassified Teachers -	70	77	147	—	18	18
Pupil Teachers - -	372	1,162	1,534	375	1,178	1,553
Monitors - - -	72	175	247	57	155	212
Sewing Mistresses - -	—	403	403	—	406	406
Grand Total -	1,802	2,815	4,617	1,788	2,830	4,618

(*b*) The following statement gives particulars of the classified teachers employed in 1897 and 1898:—

—	Certificated, including those Classified in Honours.	Licensed.	Total.	Percentages of Teachers with Certificate.
Employed on 31st December, 1897 - - - - - -	1,387	899	2,286	60·7
Employed on 31st December, 1898 - - - - - -	1,441	984	2,425	59·4

(*c*) An Act* relating to unclassified State School Teachers was passed on the 19th December, 1898. By this Act, to be cited as the Teachers Act, 1898, unclassified teachers employed at that date and not being pupil teachers under Section 10 of the Teachers Act, 1895, were classified as seventh class teachers and began to take rank in their respective sub-classes after such seventh class teachers as had been previously so classified. Further, no unclassified teacher so classified can now be promoted to a higher class unless his school be placed in a higher class. Any teacher has the right of appeal against the classification accorded to him.

(*d*) A further Act* relating to State School Teachers, the Teachers Act, 1900—was passed 19th February, 1900. This Act provides that any teacher or pupil teacher who obtains a trained teacher's certificate after the 1st January, 1900, shall, if in a lower class than the sixth class, be promoted to the

* This Act can be seen at the Board of Education Library, St. Stephen's House Cannon Row, Whitehall, London, S.W.

sixth class, and shall be appointed to the first sixth class position which falls vacant after leaving the Training College. This allows pupil teachers to skip the eighth and seventh classes altogether, and their promotion to the sixth class is independent of any "blocks to promotion" which may in future occur. It has also been decided that students in training who are on the classified rolls shall enjoy all the privileges of classification during their studentship. A student may apply for advertised vacancies, and, if successful, may take up his new position at the termination of his course. Classified teachers in schools of the sixth or higher classes winning studentships may obtain leave of absence from their schools during the training course.

(iii.) Training.

(*a*) The Training College, which, owing to retrenchment, was closed in December, 1893, was re-opened in 1900. The report of the Minister of Public Instruction for 1898–9 makes the following statement in view of the re-opening of the College :—"As it [the Training College] will be carried on on somewhat different lines, new regulations for the training of students and teachers have been formulated and approved. Under Mr. Frank Tate, M.A., Inspector of Schools and formerly one of the lecturers in the Training College, who has been appointed Principal, it is confidently anticipated that the college has a bright and prosperous career before it. In consequence of the advantages that are offered, there will, it is expected, be a number of competitors of a high standard of merit for the Studentships, and it is believed that the training imparted at the college will be productive of great benefit to education generally."

(*b*) The following information has been taken from an article on the Training College, by the Principal, Mr. Frank Tate, in the first number of the *Education Gazette and Teachers' Aid*, July, 1900, a paper published under the authority of the Minister of Public Instruction :—

The Training College was re-opened in February, 1900, with a roll of 57 students. The chief cause which led to the closing of the institution in 1893 was that the College had become an independent source of supply of teachers at a time when the service was overmanned. Pupil teachers, on the completion of their course, found it more profitable in the immediate future, both as regards salary and seniority, to avoid the Training College. But the new regulations take away this blot of loss of status, and in future no student entering the College will be in any way penalised Not only are no disadvantages incurred, but positive advantages in classification are insured (cp. above (ii.) (*d*)). Admission to the College is gained only by competitive examination in the subjects of the first-class certificate examination. At the end of the year's course the examination for the trained teacher's certificate will be held. In the event of

failure a student's papers will be re-examined for the first-class certificate.

The regulations provide for fifty studentships—twenty-five senior and twenty-five junior. The senior students are entitled to the course of instruction free, and to board and lodging at the College, or to an allowance in lieu thereof. Junior students are entitled to the course of instruction free, and, on payment of £20, to board and lodging at the College. The £20 may, in the case of necessitous students, be repaid in instalments after the conclusion of the studentship. The students are supplied with books and apparatus free while at the College.

The subjects of the course of study are arranged as follows:—(1) History, Theory and Practice of Teaching; (2) History of the British Empire; (3) English Language and Literature; (4) Algebra, Euclid; (5) Latin; (6) General Science, including laboratory work, Physics, Chemistry, Botany; (7) Drawing; (8) Music; (9) Domestic Economy; (10) Elocution; (11) Kindergarten; (12) Manual Training; (13) Gymnastics; (14) Needlework.

In the work of practical teaching the course provides—(*a*) Lectures in education; (*b*) Criticism lessons by lecturers and students; (*c*) Work in the practising schools; (*d*) Frequent visits to approved schools to observe method; (*e*) An excellent stock of educational literature in the College Library; (*f*) The beginnings of an educational museum. The science teaching is mainly laboratory work, and will, it is hoped, fit the teacher to teach this important branch of school work experimentally and efficiently. In drawing much stress will be laid on brush work, model drawing, and blackboard drawing. This work will be carefully co-ordinated with the manual training and kindergarten instruction.

The permanent residuum of the course is interest in education, good habits of study, and knowing how to use books. When the College was removed to the University grounds the wish was expressed that the students in training should be brought, as far as possible, under University influences. In the Regulations it is now provided that students may attend University courses, and that each year five studentships shall be awarded, entitling the holders to a second year at the College, to be spent in attending University lectures. Already seven University students, five of them graduates, are enrolled in the classes in theory and practice of teaching.

There are spacious grounds around the College, and a fine tennis court and gymnasium. There are forty-two resident students, and the corporate life of the College is one of the most valuable factors in the College course.

(iv.) Subjects of Instruction.

(*a*) *Singing.*

"This subject is taught in all schools, and is included in the annual examination for payment by results. Head teachers are

therefore held responsible for the standard of efficiency attained, and they are empowered, in the absence of applications from visiting teachers who were formerly in the service, to make their own selection from any other approved applicants. These teachers are afforded the same privilege as was granted to the teachers of Singing who were employed prior to 1893 of charging the small fee of 1d. per week to children joining their classes. Under these conditions Singing was taught, in 94 schools, to 16,594 pupils—the fees amounting to £1,597 11s."

(*b*) *Drawing.*

"Hitherto [before 1898] Singing and Drawing have been included in the same category in the course of Free Instruction, and the same remarks were made to apply to both subjects in the Annual Report. An important change has now been made with respect to Drawing. The Department, fully recognising the growing importance of this subject in the school curriculum, has decided to place it on an equality with Reading, Writing and Spelling, by awarding a full pass to each individual child who satisfies the Inspectors' requirements as regards Drawing at the result examination. It is expected that this step will eventually produce a marked improvement in the teaching of Drawing.

In order to further secure and maintain an efficient standard in this subject, the services of Mr. P. W. Carew Smyth, late Director of the Ballarat School of Art, have been engaged as Inspector of Drawing. His duties will not only be to inspect and examine schools, and to conduct annual examinations of teachers in Drawing, and also to furnish reports in connexion therewith to the Department, but will comprise the training of Inspectors and Teachers generally in a thorough and practical knowledge of the subject, so that it may be skilfully and effectively imparted to the permanent benefit of the pupils in all schools. . . . [Extracts from Mr. Smyth's report will be found below.] Head Teachers are held to be responsible for the standard of efficiency attained, and are permitted to utilize the services of visiting teachers on the same terms as were in operation in previous years. Under these conditions, which are specified in report on Singing [see above], Drawing was taught in 78 schools, to 13,789 pupils—the fees amounting to £1,389 19s. 8d."

Extract from Report of Mr. P. M. Carew Smyth on Drawing.

Melbourne, 10th August, 1899.

"I have visited 23 State schools with a view to ascertaining the character of the instruction given in Drawing, and the possibility of improving it, and beg to report as follows :—

. . . . . .

The programme of instruction in drawing in the State schools at present consists of geometrical drawing, including practical plane and solid geometry and scale drawing ; geometrical design ; freehand and model

drawing. . . . The work is undertaken by the ordinary teacher, or by visiting teachers.

. . . . . .

The classes of the visiting teachers in the schools they attend vary considerably in number of pupils and in efficiency. Generally the teacher is handicapped with the necessity of making his class pay, and this consideration acts upon the character of the work. Examples are often supplied to the scholars more with a view to interesting them and keeping them in the class, than with a view to cultivating the hand and eye. There are some exceptions to this practice, where the teacher really tries to do his best for the scholar.

. . . . . .

I found the teachers, taking them altogether, anxious to carry out the programme for drawing to the best of their ability, the increased value recently given to the subject having, undoubtedly, done much good in this respect. A large number of teachers complained of their want of training in drawing, and expressed their willingness and desire to learn. One teacher confessed to me that he "knew nothing about drawing, and could only gauge by the cleanliness or otherwise of the child's work, whether the drawing was good or bad." He also referred to the difficulty of obtaining, even in Melbourne, just the kind of instruction he required; he assured me that he had tried to obtain it and failed. It seems necessary that such teachers should have the facilities afforded them for acquiring the training they desire, as well as that those who feel their lack of adequate knowledge should have the opportunity of extending it on right lines, and without the risk of having to unlearn. Hints will not do. A hint is valuable to a person already in possession of his subject, but a volume of hints will not give the necessary training of hand and eye required in this case. Dexterity of hand is the result of use and practice, and cannot be acquired by reading text-books—an idea not uncommonly held. Nor will an hour or two's practice in drawing, even under direction, be of much good. The training must be extended over a period long or short, according to the individual wants of the teacher or his previously acquired knowledge. Considering the importance of the subject I beg to make the following recommendations, in order that the teaching may be raised to a proper standard of efficiency:—

(*a*) That the present visiting teachers, or the staff teachers with the necessary qualifications—which should be not less than the Licence to Teach Drawing Certificate—be appointed to give instruction on Saturday mornings in selected metropolitan State schools and central schools in the larger country towns.

(*b*) That these selected teachers should attend a fortnight's course of instruction in Melbourne—say, after Christmas or during the holidays at midsummer; earlier, if possible—and those of them who could should then take the Certificate of Competency to Teach Drawing.

(*c*) That all teachers not in possession of the Licence to Teach Drawing Certificate should attend these Saturday classes long enough to pass a simple examination in black-board work at least.

(*d*) That mainly to reach country teachers not in touch with any town where such classes are held, a subject with brief instructions be given once a month in the *Schoolmaster* or other teachers' paper, and the teachers encouraged to send their work to the Department for correction, as far as possible.

(*e*) That to encourage teachers to obtain the Licence or Certificate of Competency to Teach Drawing, a monetary reward should be provided in the form of a slight increase of pay, as in South Australia, or as a bonus.

With regard to the programme of instruction in drawing in the schools generally, I am of opinion that the programme is a good one if well carried

out. I think, however, that more time should be given to black-board drawing, and I am strongly in favour of every scholar having some practice in drawing upon the black-board, at least once a week, and I would recommend its inclusion in the programme accordingly. I also think that drawing from memory should receive more attention than it does.

The teachers' examinations should, of course, be modified in accordance with the above; they should in any case contain more black-board work than at present.

Finally, I am most emphatically of opinion that the time devoted to drawing is much too short. In the three-quarters of an hour lesson given in the upper classes so much time is lost getting out books, looking to instruments and pencils, and setting out pages, etc., that the full time is never given to actual work, and even the time available is still further seriously curtailed by necessary explanations from the teacher. Two hours each week should at the very least be given in Classes III., IV., V., and VI., and one hour and a-half, in three half-hour lessons in Classes I. and II."

(*c*) *Gymnastics.*

"No payments are now made for instruction in this subject. A suitable course, however, of physical drill, embracing similar exercises to the old extension motions, as well as others calculated to promote general bodily development, including swimming exercises, is now in successful operation in all State schools.* The subjoined statement shows the result of the examination in drill and gymnastics for the past two years":—

Examination.	1897.		1898.	
	Number of Candidates.	Number Passed.	Number of Candidates.	Number Passed.
Drill - - - - -	21	19	36	22
Gymnastics - - - -	6	6	18	18

(*d*) *Swimming Clubs.*

The question of establishing swimming clubs in connexion with State schools was brought under the notice of the Department early in 1898 by the Victorian Amateur Swimming Association, and by representatives of the Public School Athletic Association of New South Wales.

A meeting of head teachers and assistants in and around Melbourne was summoned by the Department, at which the proposal was warmly received, and it was decided by those present to establish swimming clubs.

The Department has afforded every encouragement for the establishment of swimming clubs, and is pleased to notice that the movement is growing in popularity, and becoming firmly established. The business of the clubs is carried on by a manage-

* This statement first appeared in the Report for the year 1894-5

ment committee from whose report for 1898–9 it appears that there are 36 boys' clubs and 22 girls' clubs.

(*e*) *Cookery.*

In the Report of the Minister of Public Instruction for the year 1897-8 the following statement is made:—"Advantage has been taken of the issue of a monthly paper for the 5th and 6th classes to introduce a series of lessons on domestic economy. A lesson on this subject appeared in the first issue of that paper, and it is the intention of the Department to publish a similar lesson in succeeding issues.

"Inquiries have recently been made with a view to the re-introduction of this important subject into the curriculum for girls in State Schools. As soon as the necessary preliminaries can be arranged I propose to establish a cookery centre in one of the suburbs of Melbourne, somewhat on the lines so successfully followed in New South Wales, for instruction in this subject. Should this experiment realize my anticipations, steps will be taken to grant to other centres of population the same advantage."

Further progress is reported by the Minister for the year 1898-9:—"The publication in the monthly School Papers for the senior classes of a series of useful lessons on Domestic Economy has been continued during the current year. As foreshadowed in last Report, a cookery centre has been established at the Queensberry-street School, Carlton, where a large classroom has been specially fitted up and equipped for the purpose. Forty-eight Sixth Class girls were selected from ten schools situated in Carlton or adjacent suburbs, and arranged in groups of twelve, each group to attend on the same day of the week for a course of lessons on Practical and Theoretical Cookery extending over twenty-four weeks.

. . . . . .

"At the conclusion of the course these pupils were examined to test their proficiency, both in theory and practice.

. . . . . .

"A class of twelve pupil teachers, whom it was proposed to train as cookery instructors, was also organized to undergo a more elaborate course of lessons on Saturday for a similar period, viz., 24 weeks. In addition to practical work, these teachers receive lectures on Domestic Economy. At the termination of their course, a competitive examination will be held for the purpose of securing the most qualified to give cookery instruction in centres to be formed in other parts of the Colony.

. . . . . .

"The conclusion arrived at by all who have visited and inspected this cookery school when in full operation, and who have

partaken of the viands supplied there, is that its establishment has been an unequivocal success.

"Steps are now being taken to organize similar cookery classes in other centres of the colony."

(*f*) *Kindergarten.*

"In 1887 Froebel's gifts and occupations were introduced into a few schools in Melbourne. The results were considered highly satisfactory, and it was decided to extend the area of the work. Mrs. Goulden, a lady holding high credentials, was, therefore, engaged to deliver courses of lectures on the Kindergarten System. This she did on Saturday mornings at the Central State School, Spring-street. Though it was purely optional, no fewer than 200 female assistants and pupil teachers were in regular attendance. Several of her pupils who had shown special aptitude were appointed to the relieving staff, and deputed to hold classes and give demonstrations at country centres. Their services were always eagerly availed of, and the training of teachers in Kindergarten principles went on for several years. In the Regulations issued in 1890, it was stated that in Class I., where practicable, appropriate and varied occupations (*e.g.*, Kindergarten) would be expected. Owing to retrenchment the services of these special teachers were dispensed with in 1894, and consequently the instruction in kindergarten work received a temporary check, being taught only in a few of the schools of the colony.

"At the inspectors' conference held in January, 1899, there was a consensus of opinion that the time had arrived for extending considerably the knowledge of the principles underlying Kindergarten practice."

Applications were invited in England for a lady to instruct teachers and to organize the work, and, since the Minister's report for 1898-9 was published, Miss Eva Hooper has been appointed and has commenced her work.

(*g*) *Manual Training.*

Hand and Eye Training.—"There has been hitherto in our schools no manual training for children after they passed out of Class I., except that supplied by needlework and drawing. During recent years it has been recognised that the principles which underlie the occupations of the kindergarten do not cease to apply to the teaching of children who have got beyond the infant-room stage, and an extension of some of Froebel's exercises or the like has taken place in the schools of several countries. Many courses, suited as regards difficulty to the increased mental capacity of older children, and as regards material to their greater strength of hand, have been drawn up and published. The work laid down in them aims, while being interesting, at providing a means by which a knowledge of form, colour and the properties of materials may be imparted, at

stimulating inventiveness and independent effort, at securing a training of hand and eye, and of being executed with inexpensive materials and with the simplest of tools at the school desk.

"It is proposed that hand and eye training shall form part of the regular curriculum of our schools for the children above Class I."

Manual Instruction.—"One object of the 'new' education is to utilize the hand systematically in the development of the mind, and to produce as a final result not only the trained brain, but also the skilled hand. Educational hand-work, therefore, should run right through the curriculum of the primary school. Experience has so far shown that the best form it can take with boys above eleven years of age is wood-work. The exercises are of the nature of simple carpentry and joinery, but the teacher's aims and methods are far different from those of a master carpenter instructing his apprentices. The latter is not concerned with the all-round development of the faculties of those under his guidance, his object being entirely utilitarian, namely to employ a particular capacity to produce certain articles, and by dint of practice on the same lines to secure that they are produced expeditiously and satisfactorily.

"On the other hand, the object of the teacher in wood-work in primary schools is not to turn out carpenters, but to train the intelligence, to cultivate carefulness, self-reliance, perseverance and truthfulness in work, to develop the physical powers, to accustom the eye to accurate seeing and the hand to dexterity of execution, to secure a practical application of drawing, to inspire respect for the work of the artisan and to lay a foundation for future technical training."

When the Minister wrote his report for 1898-9 the initiation of this scheme was awaiting the arrival of an organizer and instructor from England. Mr. J. Byatt, who will also advise as to the hand and eye training, has since been appointed and has commenced his work.

(*h*) *Military Drill.*

"Military Drill continues to be taught where practicable as an ordinary subject in all schools without any expense to the Department except that an allowance of £5 per annum has again been granted to officers in charge of Cadet detachments. The report of the Inspector appointed by the Defence Department shows how the instruction has been carried out. [See below.]

. . . . . .

"The Cadet Force, under the control of the Defence Department, continues to show increased efficiency, the work of the various battalions, both town and country, being specially commended by the present Commandant, Sir Charles Holled Smith, at his inspection in 1897."

The following table shows the strength of the Cadet Force in connexion with State Schools for 1897 and 1898:—

——	1897.	1898.
Number of detachments - - - - -	64	66
Number of officers on active duty - - - -	68	60
Number of officers unattached (most of whom will resume duty) - - - - - - - -	27	27
Number of boys in uniform - - - - -	1,777	1,786

The report of Lieut.-Col. Henry, the Inspector of Military Drill, shows that in State schools in the year 1898 there were 136 first, second and third class schools on the list for inspection, and of these 110 were reported on by the Inspector of Military Drill and Captain Somerset, Permanent Adjutant, Cadet Corps. His report states that "The improvement reported on in the preceding year was well maintained, and more especially in those most important requirements—steadiness, smart turnings and marching;" and that "Classes for the instruction of teachers to obtain drill certificates were carried on at Melbourne and Ballarat, but the attendances were not satisfactory at either place," this being attributed by the Inspector "to the general idea among teachers that the drill certificate does not carry such weight in the list of qualifications of a teacher as is commensurate with the difficulty of obtaining it."

(v.) Extra Subjects.

[Advanced Instruction.]

The following tables furnish particulars as to the number of pupils learning extra subjects.

Year.	Number of Schools in which Extra Subjects were Taught.	Fees received for Extra Subjects.		
		£	s.	d.
1894	101	1,901	17	2
1895	103	1,478	5	1
1896	128	1,779	15	5
1897	118	2,025	17	
1898	124	1,834	1	9

The number of pupils learning extra subjects was 3,989 in 1896, 4,342 in 1897, and 4,476 in 1898. Details from the Report for 1898–9 are given below:—

EXTRA SUBJECTS.

Book-keeping	1,112	Fancy Work	76
Algebra	704	Painting	22
Euclid	513	Shorthand	191
French	378	Geometry, etc.	29
Latin	524	Gymnastics and Calisthenics	346
German	10	Natural Science	58
Pianoforte, etc.	57	Advanced Arithmetic	3
Elocution	453		

(vi.) RESULTS OF EXAMINATION.

(*a*) "The work for 1898, as revealed by examination, shows that the standard of excellence for 1897 has been maintained, the average percentage of passes gained for both years being exactly the same, viz., 82·5. This coincidence affords conclusive evidence of the good results, inasmuch as there is a marked falling off in the number of schools securing 100 per cent. and the full merit grant of 6. Twenty-four (24) schools obtained the maximum results and 98 schools the full merit grant, as against 46 schools and 193 schools respectively for 1897. The average merit grant gained for 1898 was 3·8, being a decrease of one decimal point on that awarded in 1897, viz., 3·9."

The table below shows the percentage of passes in the various subjects of examination for 1897 and 1898, the several subjects of examintion being those for the class in which the pupil is presented.

Subject.	1897.	1898.
Reading	88·9	89·1
Spelling and Composition	76·0	75·6
Writing	94·9	94·7
Arithmetic	68·2	69·0
Grammar	68·2	67·4
Comprehension and History	66·4	64·1
Geography	79·8	79·6
General and Special Lessons	73·0	70·8
Poetry, Singing, Drawing and Class Drill	90·2	90·4
Needlework	97·2	97·9

(*b*) The following table shows, for 1897 and 1898 respectively, the number of pupils presented for examination, the number who passed the examination for the standard of education (which exempts children from further compulsory school attendance), and the number who obtained Certificates of Merit, issued to all pupils

who pass fully the examination prescribed for the Sixth Class:—

——	1897.	1898.
Number of Pupils presented for Examination -	159,780	151,116
Number of Pupils who obtained Certificates of being Educated up to the Standard - - -	11,559	10,589
Number of Pupils who obtained Certificates of Merit	1,205	1,272

(vii.) Compulsory Clause.

(*a*) Steps are being taken for the appointment of additional Truant Officers, so that the compulsory clauses of the Education Act may be carried out in their entirety.

(*b*) Arrangements for Enforcing the Compulsory Clause of the Education Act during the Year 1898.

——	Districts in which Proceedings were instituted by—				Number of Districts in which the compulsory Clause was not enforced.*	Total Number of School Districts in Existence during the Period.
	Boards of Advice.			Department.		
	Unassisted.	Assisted by Truant Officer.	Total.			
Quarter ended 31st March -	144	115	259	99	2	360
„ „ 30th June - -	147	116	263	95	2	360
„ „ 30th September -	144	116	260	98	2	360
„ „ 31st December -	144	116	260	98	2	360

* There were no schools open in either of these districts during the year 1898.

(*c*) The percentage of defaulters for the year 1898 was 3·10, and the following table shows the number of prosecutions and convictions during the year 1898:—

——	By Department.	By Boards of Advice.	Total.
Prosecutions authorised -	1,613	3,269	4,882
Convictions obtained -	1,313	2,530	3,843

(*d*) *Street Report.*

——	1st July, 1896, to 30th June, 1897.	1st July, 1897, to 30th June, 1898.	1st July, 1898, to 30th June, 1899.
Number of children accosted	1,777	416	293
Exempt under the provisions of the Act - - -	1,302	138	86
Prosecutions authorised -	475	278	207
Convictions - - -	386	222	179

(viii.) Attendance.

(*a*) "The number of children enrolled and the average attendance at both the day and the night schools in operation in 1898 are shown in the following table:—

——	Number of Schools.	Total number of children who attended during the year.			Average attendance throughout the year.		
		Boys.	Girls.	Total.	Boys.	Girls.	Total.
Day Schools.							
Total in operation - - -	1,937	122,018	115,701	237,719	70,062	65,017	135,079
Less "Struck off and estimated attendance transferred to other schools" -	63	—	—	—	139	95	234
	1,874	122,018	115,701	237,719	69,923	64,922	134,845
Night Schools.							
Total in operation - - -	3	596	42	638	123	8	131
Less "Struck off" - - -	—	—	—	—	—	—	—
	3	596	42	638	123	8	131
Total return for the year 1898	1,877	122,614	115,743	238,357	70,046	64,930	134,976
Total return for the year 1897	1,877	122,414	115,894	238,308	72,984	67,609	140,593
Increase - -	—	200	—	49	—	—	—
Decrease - -	—	—	151	—	2,938	2,679	5,617

"From these figures it will be observed that there is an increase of 49 in the number of pupils enrolled during the year, but a decrease of 5,617 in the average attendance.

"This decrease in the average attendance, which is fully accounted for by the several epidemics so prevalent during the period under review, was only temporary, as may be seen on comparing the average attendance for the financial year ended 30th June, 1899, viz., 141,600, with that for the financial year 1896–7, when the attendance was normal (140,604)."

(*b*) The following table shows the number of schools in operation at the end of the years 1872 (the last year of the Common Schools Act), 1882, 1892, and 1898, together with the changes that have occurred in the total number of children enrolled and in the average attendance:—

Year.	Day Schools.			Night Schools.			Total.		
	Number of Schools.	Total Number Enrolled.	Average Attendance.	Number of Schools.	Total Number Enrolled.	Average Attendance.	Number of Schools.	Total Number Enrolled.	Average Attendance.
1872	1,048	135,962	68,436	1	93	20	1,049	136,055	68,456
1882	1,727	217,294	116,414	35	5,651	1,865	1,762	222,945	118,279
1892	2,131	248,239	141,382	9	1,547	482	2,140	249,786	141,864
1898	1,874	237,719	134,845	3	638	131	1,877	238,357	134,976

(*c*) The following table furnishes a further comparison between the year 1872 and the year 1898:—

Year.	Number of Day Schools in Operation.	Total Number Enrolled (Gross Enrolment).	Number of Distinct Children Enrolled (Net Enrolment).	Average Attendance.	Percentage of Average Attendance to.	
					Gross Enrolment.	Net Enrolment.
1872	1,048	135,962	118,228	68,436	50·33	57·88
1898	1,874	237,719	211,652	134,845	56·72	63·71
Increase -	826	101,757	93,424	66,409	6·39	5·83

(*d*) The following statistics have been compiled to institute a comparison between the attendance of children at State schools in New South Wales and of those at State schools in Victoria for 1897 and 1898:—

——	Gross Enrolment for the Year.	Net Enrolment for the Year.	Average Attendance for the Year.	Percentage of Average Attendance on Year's Net Enrolment.
		NEW SOUTH WALES.		
1897 - - -	256,996	226,157	148,381	65·60
1898 - - -	258,592	227,561	141,723	62·28
		VICTORIA.		
1897 - - -	238,308	211,438	140,593	66·49
1898 - - -	238,357	212,164	134,976	63·62

(*e*) The following table gives statistics of school age for the estimated number of individual children enrolled as attending day schools in the years 1896, 1897, and 1898:—

	Number of Children.			Percentages.		
	1896.	1897.	1898.	1896.	1897.	1898.
Under 6 years - - - -	15,946	15,386	14,751	7·65	7·29	6·97
Between 6 and 13 years - -	159,981	162,241	163,042	76·71	76·91	77·03
Over 13 years - - - -	32,615	33.324	33,859	15·64	15·80	16·00
	208,542	210,951	211,652			

All the pupils in attendance at night schools in 1898 were over 13 years of age.

(*f*) "In order to determine the number of individual children under instruction at both State and private schools in 1898, returns were obtained from private schools similar to those which have been obtained from State schools each year. . . . it is found that the number of individual children in attendance at private schools during 1898 was 47,805. To the estimated net enrolment at private schools (47,805) must be added 317, the number in Neglected Children and Reformatory Schools. The total number of individual children in attendance at schools other than State schools in 1898 was, therefore, 48,122.

"From the returns that have been obtained from State and private schools it appears that a considerable number of children attended both State and private schools during the year. After making the necessary deductions for these enrolments, it would appear that the total number of individual children at school in 1898 was 252,061. (See table below.) The following table shows the net enrolment at State schools and at other schools considered separately, and also the combined net enrolment of State and other schools treated as constituting one system":—

NUMBER OF INDIVIDUAL CHILDREN UNDER INSTRUCTION AT SCHOOL IN 1898.

	State Schools and Private Schools treated separately.		Combined Net Enrolment.
	State Schools.	Private Schools.	
Under 6 years - - - -	14,751	5,703	19,787
Between 6 and 13 years - -	163,042	31,653	188,359
Above 13 years - - - -	34,371	10,766	43,915
Total - - -	212,164	48,122	252,061

"There were 10,470 children of school age unaccounted for on the rolls for the year of either State or private schools. It will be noted that this return shows an increase on that for the previous year, the result, no doubt, being largely due to the epidemics which were so prevalent during 1898."

(ix.) Finance.

(*a*) Return showing the Amounts expended on Instruction, Administration, Buildings and Miscellaneous Items during the Financial Year 1897-8 and 1898-9 and the Annual Cost of each Child in average attendance :—

Item.	Expended during the Year.		Cost per Annum of each Child in Average Attendance.*	
	1897-8.	1898-9.	1897-8.	1898-9.
Instruction—	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Teaching Day Schools—				
Salaries and Allowances of Teachers, Payment on Results	437,262 15 7	446,339 19 10	—	—
Payments for Instruction in Singing, Drawing, Drill, Gymnastics	—	—	—	—
Travelling Expenses of Teachers	1,746 2 8	1,788 15 0	—	—
Conveyance of Children to State Schools	1,909 11 4	1,978 7 1	—	—
Books, Stores, Cadet Officers, Cooking and Expenses of Examinations	4,733 8 5	5,630 3 9	—	—
Maintenance of State Schools (paid to Head Teachers for Cleaning, Stationery, Fuel, etc.)	30,162 5 9	30,177 18 5	—	—
Bonuses for passing Pupil Teachers, and for qualifying Teachers to give Instruction in Singing and Drawing	—	—	—	—
Exhibitions and High School Scholarships	1,429 12 0	1,444 16 0	—	—
Total Cost of Day Schools	477,243 15 9	487,360 0 1	3 9 10¾	3 8 10
Teaching Night Schools—				
Salaries, Results and Maintenance	211 9 3	232 7 0	1 12 6½	1 13 2½
Total Cost of Day and Night Schools combined	477,455 5 0	487,592 7 1	3 9 10¼	3 8 9½
Training—				
Salaries (Staff, Visiting Teacher and Associates)	—	—	—	—
Maintenance Expenses of College	—	—	—	—
Stores, Stationery, etc.	—	—	—	—
Bonuses for Trainees promoted	—	—	—	—
Board of Students	—	—	—	—
Purchase of Prizes for Students	—	—	—	—
Total Cost of Training	—	—	—	—
Total Cost of Instruction	477,455 5 0	487,592 7 1	3 9 10¼	3 8 9½
Administration—				
Salaries and Expenses of Office and Inspectoral Staffs	26,296 0 11	26,814 4 10	—	—
Salaries and Expenses of Truant Officers	3,233 11 4	3,341 19 9	—	—
Stores (Incidental Expenses, Office Requisites, Cleaning, etc.)	983 9 1	860 8 8	—	—
Boards of Advice Elections	18 14 7	7 3 6	—	—
Total Cost of Administration	30,531 15 11	31,023 16 9	0 4 5½	0 4 4½
Buildings—				
Expended by Boards of Advice on School Buildings	2,190 15 9	2,202 6 0	—	—
Expended by Public Works Department on Buildings and Maintenance, etc.	8,999 19 8	22,007 18 3	—	—
Rents of Buildings used for School purposes	1,911 0 2	2,185 16 0	—	—
Total Cost of Buildings	13,101 15 7	26,396 0 3	0 1 11	0 3 8¾
Total Cost of Instruction, Administration and Buildings	521,088 16 6	545,012 4 1	3 16 2¾	3 16 10¾
Miscellaneous Items—				
Retiring Allowances, Compensation and Gratuities	78,847 5 6	77,992 12 10	—	—
Awards and Costs, Refunds, etc.	0 10 0	120 0 0	—	—
Technical Schools	11,998 9 7	20,930 7 11	—	—
Melbourne University	3,250 0 0	5,250 0 0	—	—
Total Cost of Miscellaneous Items	94,096 5 1	104,293 0 9	—	—
Total Expenditure for the Year	615,185 1 7	649,305 4 10	—	—

* Average Attendance. Day Schools, Financial Years 1897-8, 136,576; 1898-9, 141,600. Average Attendance, Night Schools, Financial Years 1897-8, 130 ; 1898-9, 140.

(*b*) The following information shows the amounts paid into revenue during the year ended 30th June, 1899. None of this revenue is applied to reduce the annual expenditure of the Department:—

		£	s.	d.
1.	Fines	17	5	0
2.	Fines under Compulsory Clause for 1898	746	9	6
3.	Rents	467	9	7
4.	Sale of Departmental Publications	7,586	16	7
5.	Miscellaneous	507	18	7
	Total	£9,325	19	3

(x.) Buildings.

On the 30th June, 1899, the property of the department comprised 1,925 school buildings and 1,360 teachers' residences. These school buildings provide accommodation for 194,314 children.

(xi.) Conveyance of Children to School.

"Under the system of conveyance 265 schools have been closed up to the 30th of June last [1899]. There are besides several instances where, instead of establishing new schools, the educational requirements have been met by conveyance. In the case of closed schools the saving, after allowing for those schools which would of necessity have been closed in consequence of paucity of attendance, after deducting the cost of conveyance, amounts to about £15,520 per annum.

The attendance of the children whom this system provides for continues to be characterized by remarkable regularity, and the system has become so popular that applications are constantly being received to be brought under its provisions.

The payments for conveyance are restricted as hitherto to (*a*) cases where schools are closed through low average attendance, and (*b*) applications where the number of children would warrant the department in establishing a school."

(xii.) Private Schools.

[Non-State-Aided Primary Education.]

Year.	Number of Private Schools.				Gross Enrolment.				
	Boys'.	Girls'.	Mixed.	Total.	Under 6 Years.	Between 6 and 13 Years.	Above 13 Years.	Age not Stated.	Total.
1896	94	43	802	939	6,628	31,743	10,921	704	49,996
1897	87	58	827	972	6,753	32,738	10,963	764	51,218
1898	92	52	794	938	6,063	33,616	11,178	562	51,419

The number of individual children in attendance at private schools during 1898 was 47,805.

See also above (viii.) (*f*).

(xiii.) Scholarships.

"The Department desires to acknowledge its indebtedness to those secondary schools which for some time past have offered scholarships for competition amongst State school pupils. The Department has had under consideration the question of awarding paid scholarships to secondary schools, and with this object in view proposes to amend the regulations on the subject so as to permit of scholarships being granted. The candidates will be allowed to select the schools or colleges they prefer" (Report of 1898–99).

The Report of the Minister for Public Instruction for 1899–1900, announced that the Department had decided to reintroduce the school scholarships which were withdrawn in 1893. Under the new scheme sixty scholarships will be awarded annually. Each scholarship will be of the annual value of £10, tenable for three years. In cases, however, where it would be impossible for the holders to travel to and from an approved school daily, the value of the scholarship may be increased to £40 per annum, so as to enable the holders to attend as boarders.

In addition to these scholarships, offers similar to those of previous years have been made by the principals of secondary schools and accepted by the Department; in some cases the scholarships thus offered are restricted to the pupils of State schools, in others they are open to the pupils of private schools as well. In future the maximum number of scholarships offered for competition by any College will be limited to six. In 1900 twenty-two institutions offered scholarships for competition.

(xiv.) Technical Education.

(*a*) On the 20th June, 1899, a Royal Commission was appointed "to inquire into the administration of the Mining and Agricultural, and also the Trades and Art Schools of the colony, and to report as to the best method of carrying on the work of technical instruction in connexion with such schools; to consider and report upon the question of the affiliation of the mining schools with the University of Melbourne; to report as to the adoption in the State schools of a system of instruction in the elements of the sciences pertaining to mining, agricultural, dairying and manufacturing pursuits; and generally to recommend what means should be adopted for the better provision of a systematic and graduated course of technical instruction." Extracts from the Progress Reports of the Commissioners will be found below.

(*b*) "Grants in aid were continued during the past year [1898–9] to the 18 Schools of Mines and Technical Schools reported as in operation at the close of 1897.

"Of these schools, 6 provide instruction in Science, Art, and Trade subjects, 4 in Science and Art subjects, 2 in Art and Trade subjects, 2 in Science alone, while the remaining 4 confine their teaching to Art subjects. Classes for instruction in

Trades and Manufactures are established in the Melbourne and Geelong institutions, and on a smaller scale in 6 other schools."

(*c*) "In 1898, 3,649 candidates presented themselves for examination in Science subjects, Trade subjects and Art subjects, of whom 345 passed with Honours (Science), with Credit (Trade), or as Excellent (Art), while 1,412 others succeeded in obtaining the simple Pass, as against 3,252 candidates in 1897, of whom 288 passed with Honours, Credit, or as Excellent, and 1,150 others who succeeded in obtaining the simple Pass."

"The percentage of passes obtained to candidates examined is thus 48, which is an improvement of 1 per cent. over the result last year. With regard to this proportion of passes it should be borne in mind that, at least in some of the schools, there is practically no selection of candidates, all willing to sit being allowed to do so, whether they have been under tuition for the whole or only a part of the year."

The total expenditure in connexion with technical schools for the year 1897–8 was £11,998 9s. 7d., and for the year 1898–9 £20,930 7s. 11d.

(xv.) University Education.

(*a*.) The following figures have been taken from "Minerva. Jahrbuch der gelehrten Welt. 1899-1900." (Strassburg: K. J. Trübner, 1900.)

The income of the University for 1898 was £29,717, of which £13,750 was made up of Government endowment and grant, £15,170 of fees, and £797 from miscellaneous sources.

During the year 1898 the students attending lectures numbered 686, of whom 192 were women. In 1898 there were on the teaching staff 13 professors and 21 lecturers, not including the staff of demonstrators.

(*b*.) The following are extracts from "Papers relating to University Education of Roman Catholics in Certain Colonies" (Colonial Office Return, 1900. Cd. 115.):—There is in the University of Melbourne "no special or separate education for Roman Catholics, and to use the words in the letters patent granted to our University, 'Encouragement for pursuing a regular and liberal education is held forth to all classes and denominations without any distinctions whatsoever,' it being enacted by section 23 of the University Act that no religious test shall be administered to any person in order to entitle him to be admitted as a student of the said University or to hold office therein, or to graduate thereat, or to hold any advantage or any privilege thereof. Also by section 20 statutes may be made for the affiliation of colleges to the University, but no statutes can be made to affect the religious observances or regulations enforced in such colleges. Three colleges have been affiliated, viz., Trinity College (Church of England), Ormond College (Presbyterian), and Queen's College (Wesleyan), and although a College for Roman Catholics has not yet been erected, land has been reserved for the purpose. . . . Roman Catholics, besides being members of the Council

and of the Senate have occupied, and are now occupying [1899], some of the highest positions in the University."

"That college [the Roman Catholic College], owing chiefly to the double tax Catholics have to pay for primary education, has not been as yet erected."

(xvi.) Summary of Chief Points of Interest [1898–9].

"Number of localities provided with day schools, including adjuncts	2,084
Decrease in the net enrolment of children in State schools under 6 years	635
Increase in the net enrolment of children in State schools of school age	801
Increase in the net enrolment of children in State schools over 13 years	535
Number of individual children of school age attending day schools in 1894	155,041
Number of individual children of school age attending day schools in 1895	157,646
Number of individual children of school age attending day schools in 1896	159,981
Number of individual children of school age attending day schools in 1897	162,241
Number of individual children of school age attending day schools in 1898	163,042
Increase in the number of individual children compared with the preceding year	701
Decrease in the average attendance compared with the preceding year	5,618
Decrease in the number of private schools	34
Increase in the net enrolment in private schools	154
Decrease in cost of instruction per child, exclusive of cost of buildings, etc.	1s. 1¾d.
Increase in cost of instruction per child, inclusive of cost of buildings	8d.
Number of schools closed under system of conveyance since its inauguration up to 30th June, 1899	265
Estimated saving per annum under this system	£15,520
Number of schools made adjuncts under scheme of amalgamation since its inauguration up to 30th June, 1899	84
Actual saving in these schools for year ended 30th June, 1899	£37,167
Increase in expenditure on books and school requisites	£624 0s. 11d.
Revenue of Department	£9,325 19s. 3d.
Amount paid to Government Printer for printing Department's publication	£4,103 1s. 10d.
Amount received from sale of Department's publications	£7,586 16s. 7d.
Increase in expenditure for maintenance of buildings	£13,019 8s. 10d.
Increase in total expenditure	£34,120 3s. 3d.
Increase in expenditure on primary education (instruction and administration only)	£10,629 2s. 11d.
Total expenditure for 1898-9	£649,305 4s. 10d.
Total expenditure for 1898–9 after deducting revenue	£639,979 5s. 7d.
Total expenditure for 1898–9, exclusive of grants to Melbourne University and Schools of Mines and other Technical Schools	£623,124 16s. 11d.
Increase in total expenditure for 1898–9 compared with 1894–5	£4,936 12s. 3d.
Decrease in total expenditure for 1898–9 compared with 1890–91	£247,374 6s. 9d."

II. EXTRACTS* FROM THE PROGRESS REPORTS OF THE ROYAL COMMISSION ON TECHNICAL EDUCATION, APPOINTED 20TH JUNE, 1899.

The Royal Commission on Technical Education was appointed "to inquire into the administration of the Mining and Agricultural, and also the Trades and Art Schools of the colony, and to report as to the best method of carrying on the work of technical instruction in connexion with these schools; to consider and report upon the question of the affiliation of the Mining Schools with the University of Melbourne; to report as to the adoption in the State Schools of a system of instruction in the elements of the sciences pertaining to mining, agricultural, dairying, and manufacturing pursuits; and generally to recommend what means should be adopted for the better provision of a systematic and graduated course of technical instruction."

The following are the members of the Commission:—Theodore Fink, M.P., President; John George Barrett, Secretary Trades Hall Council; Henry Charles Jenkins, Government Metallurgist; Charles Richard Long, M.A.; John Henry MacFarland, M.A., LL.D.; Frederick William Poolman, J.P.; Henry William Potts, J.P., F.C.S.

(i.) EXTRACTS FROM THE FIRST PROGRESS REPORT, JULY 10, 1899.

PRIMARY INSTRUCTION.

At the inception of the inquiry, your Commissioners recognised that the foundation work of technical education must necessarily be laid in our State schools, and that, in order to effectively prepare students for the higher work of the technical schools, the primary instruction should at least embrace a sufficient knowledge of the elementary principles of science, and the training of the children by means of some form of hand and eye training, or manual instruction, which should largely be imparted in the lower classes by the Kindergarten method of teaching.

Your Commissioners have individually visited several State schools, and have otherwise made preliminary inquiry and examination into the present scope and methods of instruction. We have examined Mr. Alexander Stewart, Inspector-General of Schools, and subsequently Mr. James Bagge, Secretary for Education.

Upon inquiry we found that the Department of Education had very recently (in the present year) issued new regulations covering an amended programme of instruction, in which provision is made for the adoption of part of the Kindergarten system, and for hand and eye, or manual, training; and that the Department was about to obtain from England certain organizers and instructors in these subjects.

We further learned that a system of Kindergarten was partially introduced into some of the State schools some years ago, but that most unfortunately it was discontinued from motives of economy, although the cost in proportion to the value of the instruction was very small indeed. There are only a few teachers in the State schools who continue at the present time to partially apply Kindergarten methods. No attempt has ever been made to introduce hand and eye or manual instruction in the schools, although the subject has been taught for some years past in European and American primary schools.

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* Except where otherwise shown, these extracts are taken verbatim from the published reports of the Commissioners.

The Commission has ascertained that no sufficient knowledge exists as to the cost of introducing the proposed new subjects, neither has the Department furnished any estimate of the probable expenditure thereon ; and the Department is unable to state with any degree of accuracy what time will elapse before teachers can be sufficiently trained to undertake the work in their respective schools. Notwithstanding this, the Regugulations instruct, and indeed order, the immediate introduction of Kindergarten and hand and eye training into the schools.

Questioned as to these points, Mr. Stewart's admissions are significant, as appears from the following extracts from the Minutes of Evidence :—

"31. Can you say, if this system were now introduced generally, how many really skilled teachers in Kindergarten there are who understand the principle of Kindergarten work?—Very few.

"32. If the system were introduced, how long would it take to train the staff in Kindergarten work?—We have several teachers who taught Kindergarten, and who, I should say, if we had qualified organizers and instructors, would not require very much help in the way of training ; they understand it pretty well now.

"36 Do you contemplate that the re-organizing of the Training Institute will have for one of its objects the training in Kindergarten work?—Yes.

"46. Notwithstanding these regulations you are in no better position to have it carried out than you were before?—The regulations actually prescribe Kindergarten work, and we expect the teachers to make an attempt at this work with the help that we can give them by lectures, and by recommending certain text-books that deal pretty exhaustively with the subject ; but, of course, we do not think that is sufficient, or anything like sufficient, consequently an organizer and instructor is to be appointed. We want some one thoroughly up to the work, who knows the principles that govern the teaching.

"58. Would it not be better to wait and let the teacher start, knowing what he is going to teach ; is there no danger of his starting wrongly, and having to unlearn, or does the whole thing not matter very much?—If there is to be any delay in getting the instructors out, I do not think it would be wise to go on with teachers who do not understand it."

And the following extracts from an official memorandum, prepared 13th April, 1899, and signed by Mr. Stewart, on the subjects of Kindergarten and hand and eye training, show that the above evidence is the deliberate view of the Department :—

"In order that the Kindergarten system may be introduced satisfactorily, and with the certainty of success, I would strongly recommend that an experienced exponent be brought from home to educate our inspectors and teachers, to organize classes and instruct the scholars, and to inspect and report on the progress of the work.

"The Conference was of opinion that it would be an economy, both of time and expense, if two or three fully qualified organizing instructors, who have had practical experience in England or Scotland in hand and eye training and other more advanced forms of manual training, such as wood and possibly metal work, were appointed to inaugurate and supervise classes in these subjects.

"The necessity for obtaining instructors from home will be admitted when it is remembered that, amongst their duties, they will be required (*a*) to educate our inspectors, who, apart from their theoretical knowledge, need to be made practically acquainted with the latest phases of the working of the system, so that they may be in a position to advise the teachers, and to examine and correct the work of the pupils ; (*b*) to give instruction to students of the Training College, and to teachers and pupil teachers gathered in classes at the principal centres of population ; and (*c*) to organize and teach classes in schools.

"For these duties men of standing and experience are required, who are abreast of the most recent developments in this work, and familiar with the best methods of instruction. With such organizers the Department would be enabled to commence the work on approved lines and with the assurance of success, instead of having to learn slowly, and perhaps with the discouragements of failure."

The Secretary for Education, Mr. Bagge, also admitted that the Regulations were premature :—

"221. The Department has issued a curriculum for the conduct of this Kindergarten system, which has been published—you send to England for an organizer and you practically trammel him by stating—'You shall teach this system as we have laid it down,' after importing a new man to conduct it?—The Department is premature in that. We have done nothing in manual training, or with the training regulations."

We think it highly desirable that the Government should, as early as practicable, obtain the services of expert organizers and instructors, in order to train school teachers in the most modern methods of imparting those subjects of instruction.

It is apparent that the amended programme of instruction has been adopted by the professional officers of the Department without due regard to the importance of the question.

It has been stated in evidence given before the Commission that the inspectors of schools should themselves be trained by an expert instructor before being in a position to examine the schools. It would be more advisable that the programme should be prepared with the assistance of the expert organizers and instructors proposed to be appointed.

We are of opinion that, in view of the necessity which exists for the efficient training of the teachers at present employed, the action of the Department in issuing an approved course of instruction before the arrival of the organizers and instructors is premature, and that the work of these persons will be considerbly hampered thereby.

It is felt by the Commission that the success of elementary technical instruction in State schools and of educational reform generally, will be jeopardised by any unwise or hasty action in regard to Kindergarten, hand and eye, or manual instruction, and after careful consideration, we have decided, before proceeding further in our inquiry, to place upon record our opinion in this respect.

. . . . . .

Your Commissioners have therefore to recommend :—

(1) That the Regulations embodying the amended programme of instruction, and the approved courses in Kindergarten, and in relation to hand and eye training or manual instruction, be withdrawn from the schools ;

(2) That the services of expert educationalists to act as organizers and instructors to teachers in Kindergarten, hand and eye training, or manual instruction, be obtained forthwith ; and

(3) That any scheme of Kindergarten hand and eye training, and manual instruction should only be carried out on lines approved by experienced and expert organizers and instructors, and under their guidance.

This Report was signed by all the Commissioners except Mr. Charles R. Long, who entered a protest.

(ii.) EXTRACTS FROM THE SECOND PROGRESS REPORT, NOVEMBER 29, 1899.

TECHNICAL EDUCATION.

MANUAL AND PRACTICAL INSTRUCTION IN PRIMARY SCHOOLS.

General Introduction.

We have held twenty meetings, of which thirteen were sittings for the receiving of evidence, and have examined persons whom we considered qualified to afford information on the subject matter of our investigation. We have, so far as the State schools are concerned, confined our inquiries to matters bearing upon kindergarten, hand and eye training, manual or practical training, and elementary science teaching, and the best means of introducing such manual and practical instruction generally into the State schools, and of extending and improving kindergarten training and science teaching.

Aware of the terms of our commission, and the limits of the inquiry, we have refrained from inquiring into the system of State school education generally, except to the extent essential to elucidate the questions submitted to us. In order to place the work in these subjects on a sound basis, certain allied questions, such as school organization, the qualification and training of teachers and infant mistresses, the staffing of schools, and the method of testing school work had to be considered.

An examination of the terms of the commission will make it apparent that, even in relation to the State school system, the inquiry is a far-reaching one. Although it may be said not to cover the whole of the work of the State schools, the command to report as to the adoption in the State schools of a system of elementary science instruction, together with a graduated course of technical instruction, necessitates a review of much of the most important work of the primary system.

Mere bald recommendations as to new courses of study without reference to the organization of the Department would be futile, but it will be found that, as far as possible, the inquiry has been limited to the actual subjects committed to our inquiry, and to questions involved in the proper organization of instruction in these subjects.

The method of testing the proposed new or improved work is closely bound up with the work itself, and at an early stage of the inquiry it appeared necessary to inquire into the suitability of the system of payment by results, in force in the Department, in relation to the new subjects. It became apparent that this system was universally regarded as an unsuitable method for testing the new work, and was the subject of much discussion, even so far as regards every part of the present curriculum. We felt it our duty to inquire into the merits of the system, and its influence on the work of the Department. We ascertained the varying views of the Inspector-General of Schools, district inspectors, teachers, and others on this point ; and have given the matter very careful consideration. We have also made inquiries and taken evidence in Queensland and New South Wales. In addition to the taking of formal evidence we have visited schools, and taken opportunities of ascertaining the views of teachers and experts.

Further, as to improvements in primary instruction generally, we have familiarized ourselves with the views of educationalists and authorities in other parts of the world, by reading the reports of Commissions of Inquiry which have been appointed during the last twenty years in Great Britain, Ireland, and elsewhere. Technical education in all its branches, from its base in the elementary school to its apex in the High Technical Schools and Universities, has formed the subject of so much discussion and inquiry, and excited such world-wide interest, that, by means of the above reports and other publications relating to education, a fairly comprehensive view can be obtained of its development in other countries.

. . . . . .

An inquiry by actual observation of the systems of other countries would be valuable, and although questions of time and of distance prevent an examination on the part of members of the Commission, yet we consider that the persons who may have to introduce and administer the reformed methods of education should acquire such experience, and that the Department should, by a regular system of visits of its most progressive men, keep in constant touch, by observation as well as by reading, with the educational movements of great civilized communities. A careful examination of the systems of the sister colonies will well repay the officers of our Education Department if the results of the examinations are assimilated.

At the outset some misapprehension appeared to exist as to the scope of the inquiry. We were much impressed with the fact that in some quarters the view was held that the present work of the State schools was beyond the limits of the Commission. That this view was held and expressed both in the Education Department and outside reveals a remarkable want of grasp of the educational process and aim, and serves to accentuate the fact that Victoria unfortunately has for the past few years remained outside the world currents of educational progress.

When one realizes the real object of education, the development of intelligence, faculty and character, it becomes apparent that it is a process commencing in early childhood and proceeding throughout youth, and that technical education, strictly so-called, is not a system or method of instruction standing alone. It takes its place in all wisely ordered systems as part of a national scheme of education.

The foundations of this work must necessarily be laid in the primary schools, and a wisely regulated course of primary instruction will do much to make the work of the technical school easy, and insure its success. It must also be borne in mind that for very large numbers of children the instruction of the State school is all that they will receive. The great majority of those whose school-life ends with the primary school are destined to follow some branch or other of productive industry—occupations in which not only manual skill but a fairly developed power of observation becomes of the first importance. It follows that it is essential that instruction should be as full as possible, and it should be so ordered as to develop intelligence, faculty, and character to the widest extent.

By such a system, and by this alone, can those children who proceed to the technical schools to qualify themselves for the special activities either constituting or supplementing their lifework be trained to avail themselves of the instruction offered.

By such a system the thousands of children whose formal instruction ceases with attendance at the primary school may, at all events, have their intelligence trained, and acquire habits of real method and mental activity that will enable them to adapt themselves and render them alive to the changing conditions of their life.

Of these it may be said, in the words of John Locke :—"The business of education is not, as I think, to make them perfect in any one of the sciences, but so to open and dispose their minds as to best make them capable of any when they shall apply themselves to it." It cannot be said that these principles find complete or satisfactory expression in the work of our primary schools.

The idea is not yet exploded in Victoria that national education should be confined to the three R's. Even as this Report is being written this view is presented in the press, and not until the Victorian people on the whole are brought to recognise the enormous strides national education is making on the Continent of Europe and in the New World, and the collective efforts of the English-speaking and European communities to develop not only the intelligence but the character of their people, will we realize that the attempt to develop material resources without the fullest development of mental resources is to build a house upon the sand.

The members of the Commission are oppressed by the conviction that Victoria has, of late years, lagged behind in the march of modern educational progress ; that the last seven or eight years has been a period of retrogression, and that, for reasons that will be adduced later on, the system has been, in many important points, seriously impaired, although the public has been solemnly assured in the Departmental Annual Reports that the efficiency of the system has been maintained.

Scarcely any Department of the State has suffered more from the policy of retrenchment. It is our deliberate opinion that part of the retrenchment has been effected at the cost of efficiency, and that education has suffered.

By whatever reform the system, so far as actual instruction is concerned, is brought up to date, some structural reforms must be added, which by the establishment of a form of Council of Education, will either prevent the recurrence of such destructive attacks upon the system, or will at least rapidly and effectively direct public attention to the mischief about to be effected.

Among other reactionary movements may be mentioned the closing of the Training College, and the consequent weakening of the efficiency of the teaching staff ; the reduction in an inspectoral staff admittedly insufficient before reduction ; the amalgamation of schools, tending to make the supervision by the head teacher in many cases less effective ; the decrease of assistant teachers, and the increased employment of pupil teachers and

monitors beyond all reasonable bounds ; and the stoppage of the training of kindergarten teachers. It is impossible to believe that these and other combined causes have not effected serious injuries.

Had the departmental method of estimating the work of the schools not included the mechanical system of payment by results, we are satisfied that the evil consequences of these measures would have attracted public attention ; but, by the operation of this system an apparent progress is recorded, and the real sterilization of the work of the Department is concealed.

It is curious that the Victorian community should at any period—even in the period of depression—have failed to realize that the capacity to create wealth is a greater possession than wealth itself. Whereas Prussia, when crushed by France in the Napoleonic war, reformed her schools, and France, after her last defeat by Germany, reorganized the training of her youth, we, in Victoria, attempted to meet national depression by limiting the means of development both of individual faculty and national character. Far greater than the destruction of accumulated wealth is the lowering of a people's ideals, and with it the standard of a people's training. The example of the sacrifices made by poor countries like Prussia and Scotland to provide a high standard of culture of the people should confirm the resolution of our community to set our faces towards the light.

Reform is to be despaired of unless the community realizes that competition, whether in production or exchange, becomes more and more a conflict waged by the trained skill of communities. If this be so, the best weapons are the trained faculties of the people. So far as Great Britain is concerned, her competitors most to be dreaded are the nations such as Germany and the United States, where general and scientific education is most widespread. It is clear, therefore, that to develop national resources the most potent instrument is national education. We must realize how much remains to be done to perfect our system, instead of considering how little we can do, and thus make the desired end petty and illusory economies.

A glance at the educational movements of Europe and America will indicate the world-wide character of educational progress, and the manner in which the subject of practical instruction in the primary school has been treated.

Educational Handwork.

It is well to remember that the object universally aimed at in making provision for a system of manual and practical instruction is educational rather than utilitarian, and that while the direct object of such training is, to quote the Irish Commission on Manual Instruction, "the acquirement by the child of a general manual dexterity which shall render the hand a more efficient servant of the brain in all circumstances," the indirect object, and the one to be principally aimed at, is the mental and moral discipline of the child. It is found by experience that it is this phase of training which teachers are most likely to overlook, and it therefore becomes essential that in the training of teachers due weight shall be given to the educational aspect of the question.

. . . . . .

We perceive the enormous activity displayed by the modern world on the subject of education. Great as is this activity, it is accompanied by an ever-increasing self-consciousness, not confined to primary education. More and more it is felt that the greatest of all national resources are the trained faculties and disciplined character of the people. As far back as 1870, the late W. E. Forster, in his speech introducing the National Education Bill made this statement—"Civilized communities throughout the world are massing themselves together, each mass being measured by its force ; and if we are to hold our position among the nations of the world, we must make up for the smallness of our numbers by increasing the intellectual force of the individual."

We feel with pain that Victoria has not taken due part in this world movement. It would seem that we have not felt the force of the influences that have moved most civilized nations, or have turned our back upon them.

For instance, more than ten years ago the advantages of kindergarten became manifest to the Victorian Department, and the most praiseworthy attempts were made for its introduction. A trained instructor was secured, and by her labours several teachers received the necessary training to enable them to apply kindergarten principles in the infant divisions. Had this work been persevered in, the Department would by this time have possessed a large number of infant mistresses thoroughly imbued with enlightened principles of teaching. Unfortunately it was discontinued, and the work of teaching was abandoned, although all the brightest teachers and most progressive inspectors recognised its value and importance.

Latterly, immediately before the appointment of this Commission, but subsequent to the public and parliamentary criticism on the subject of our defective educational system, the Department appears to have made a hasty and ill-considered attempt to re-introduce kindergarten teaching on a larger scale.

In our First Progress Report, issued on the 10th July last, reference was made to the action of the Department in issuing regulations instructing teachers to take up kindergarten and hand and eye training, although the untrained condition of the teachers for this work was virtually admitted by the decision of the Department to obtain from England certain organizers and instructors in these subjects. The view of the Commission that the action of the Department in issuing the new regulations was premature was endorsed by the Secretary for Education by his admission in evidence. In consideration of the fact that the hasty introduction of the new work was likely to prejudice its success, and bearing in mind the statements of teachers throughout the colony that, while willing to assist in educational reform, they lacked the necessary training, we had no option but to recommend that the regulations on this subject be withdrawn until such time as the work could be inaugurated in a proper manner by the effective training of teachers by experts obtained from outside the colony.

The evidence taken since our Progress Report has fully corroborated the views expressed by us, and has thoroughly convinced us that the action of the Department was, to say the least, ill-advised. The Inspector-General of Schools was re-examined on the subject on the 8th September, and then stated that up to that time no action had been taken by the Department in regard to the recommendations of the Commission. Questioned as to whether teachers were expected to go on with the new work, he stated that although it was not expected that teachers would comply with the regulations, they had not been withdrawn. It is satisfactory to know that the Department has since withdrawn the regulations, and the anomalous position of the staff being subjected to orders to introduce teaching which neither they nor the officers of the Department were competent to carry out is brought to an end. We understand, too, that organizers in kindergarten and manual training have been sent for in order to properly introduce these subjects.

The period embraced by the years 1887 and 1888 appears to have been one of healthy unrest and self-questioning on the part of our educational authorities. In April of the former year, Mr. Brodribb, then Assistant Inspector-General of Schools, was deputed by the Minister of Public Instruction (Dr. Pearson), himself a firm believer in the result system, to report upon the condition of primary instruction in New South Wales. Mr. Brodribb reported that the teaching in New South Wales was "freer and more intelligent" than in Victoria, and that in Victoria there was "a narrow range of examination that cramps individuality." Mr. Brodribb's report is a severe condemnation of the result system, and refers to the fact that Queensland, after careful inquiry, and the visit of special commissioners to Victoria, who reported strongly against the system, declined to

adopt it. Mr. Brodribb states—"After my experience of the schools of New South Wales, I feel that I can no longer advocate the result system, believing that with inferior agencies New South Wales is actually doing more work on account of its superior system." His report concludes with the statement that "the educational system of New South Wales is a sound and beneficial one, and, as an instrument of popular instruction and mental training, it is superior to our own."

The Minister, upon the receipt of Mr. Brodribb's report, decided to obtain further information on the subject, and commissioned Mr. Main (Inspector-General of Schools) and Mr. Topp (principal of the Training College), in March, 1888, to proceed to New South Wales and South Australia to inquire into the educational systems of those colonies, and the report made by these gentlemen indicates the view that in many respects the colonies named were ahead of Victoria. The report is confined to a comparative statement of facts as to the leading features of the systems of the three colonies. Much of it deals with matters beyond the scope of our inquiry; but it is important to notice, as illustrating the want of vitality in our department, how many of the defects pointed out remain to this day without remedy, some indeed being intensified. The report studiously refrains from any recommendations as to reforms, the mission of the gentlemen named being merely that of inquiry. The report makes it apparent that, among the defects in our system at that time, were the method of appointment of, and the absence of special qualifications in, infant mistresses; the evils of the result system; the defects in the training of our teachers (since intensified); and the mechanical or accidental promotion of teachers, by the raising of classification of schools, through increased attendance. The facts were also brought out that in New South Wales the quality of the teaching and the zeal of teachers are not affected by the absence of a result system, that the inspectors have greater influence than in Victoria with beneficial results, and that the methods of inspection in the other colonies are superior to ours.

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The standing, intelligence and authority of Messrs. Brodribb, Main and Topp are unquestioned, and it is with profound regret that we express the conviction that most of the adverse criticisms are quite true of the Victorian Department to-day, while some of the evils pointed out in others have grown greater.

At this time—the year 1888—the Minister of Public Instruction (Dr. Pearson) issued a digest of some of the evidence taken before the Royal Commission on Technical Instruction in Great Britain, 1881–84, in which it is stated by the Minister that "the beginning of great changes has been made (in Victoria) in the last three years," and that the elementary teaching of physics had been introduced in our schools by the new programme of 1885. What is apparent is that this initial effort in elementary science teaching has far from been maintained. The digest goes on to show that "the training of the eye is chiefly concerned with drawing, colouring and modelling, and there is a general agreement that it may be taught to very young children," and, further on, reference is made to the probability of elementary manual instruction being shortly introduced into the London schools. It is unfortunate that the Department did not remain in active touch with the educational movement in the United Kingdom.

In the same year the educational authorities of this colony submitted to the Rev. R. Wilde, one of Her Majesty's Inspectors of Schools, then visiting this colony, the following questions:—

1. How the elementary schools of Victoria compared generally with the same class of schools in England?
2. In what respects they could be improved?
3. How the "result system," as worked, appeared to answer?
4. In case this system should be abolished, what other could be substituted for it?

Had the policy of the Department been characterized by any continuity, or principles of natural development, this inquiry would not have been

suffered to rest. Presumably, the opinions of Mr. Wilde were sought because the Department attached some value to his judgment.

We are not directly concerned with the first two questions, but we notice that the opinion of Mr. Wilde is distinctly adverse to the work of the Department. His inquiry as to the method of testing school work resulted, as might be expected, in a wholesale condemnation of the system, as encouraging a policy of cram, in which the passing of examinations was stated to be elevated into the chief end of school work, to the sacrifice of education. It is characterized as a system that cripples the inspectors, besides being fatal to intelligent teaching. The advantages of inspection and *vivâ voce* examination are referred to, and the necessity for promotion of teachers by merit and not seniority are indicated. It is stated, with true prophetic insight, that the evil will grow. That it has grown we have had abundant evidence. We append a copy of Mr. Wilde's report on the result system :—

How the Result System, etc., as worked, appears to answer.

Payment by results is quite a different thing in England to what it is in Victoria. In England the grant, which forms only a portion of the school funds, is paid to the managers of each individual school. These make their own arrangement as to the payment of their teachers, and in many cases give them a fixed salary. In every case, however, in England, the managers have to raise funds to meet the expenses of the school, both as to teaching and premises ; and without paying by results I do not see how the Government could secure a high class of education for the children.

In Victoria you pay the whole expenses of the schools, and the teachers are your servants, therefore payment by results means making the teacher's salary, his whole income, depend upon the result of the examination. This necessarily makes the teacher think more of the passing of every scholar in every subject than of really educating the child. It leads to cramming. You, I know, will agree with me that every true educationist should do his utmost to fight against the tendency of the age, which appears to be to endeavour to pass examinations without failure rather than to become thoroughly acquainted with the subjects themselves. Again, payment by results cripples the inspector. The teachers have such a keen interest in the results that the Department has in self defence to reduce the examination to a system of marks, which can be calculated to a nicety. The inspector is forced to ascertain if the child knows so much—not how much. Enough for a pass is all that is required. This is fatal to intelligent teaching. Reading, spelling and arithmetic may perhaps be marked with accuracy ; but when we come to grammar, geography and history, and what you, in your code, call general lessons, it is impossible to gauge these in the same way.

Besides, I hold that inspection forms a great part of any system of elementary education. The examination should be so framed that, in preparing for it, the teaching during the year should be of the most intelligent character. There is no question that a *vivâ voce* examination brings out the intelligence of the teaching in a way in which no written one can, where the children examined are of such tender age, and their power of expressing their thoughts in writing is so small.

A *vivâ voce* examination gives the inspector a general knowledge of the class as a whole, but not of the individual child. It kills cramming to a great extent. It makes the teaching during the year more elastic. It brings out the depth to which the teacher has gone. It shows the examiner how much the child knows.

I conclude, therefore, that the result system is not the best for the real education of the children in Victoria.

What can be substituted for it ?

As long as there are teachers there must necessarily be amongst their number some few who require the spur. Can any spur be found that will act on the teacher without having a bad effect on the scholar ? I am told that your teachers are promoted by seniority—that there is no selection of

the fittest, and that you cannot dispense with the services of an inefficient teacher without so grave a cause that practically the power of dismissal is never exercised.

I would suggest that the teachers should be promoted by merit and not by seniority ; that the Department should have full power to dispense with the services of pupil teachers at the end of their apprenticeship before making them teachers ; and that at any time a teacher should be removable from one school to another if it were thought desirable for the well-being of the schools, and that his services could be dispensed with altogether at any period after due warning. Many a teacher may be unfitted for a large town school who could conduct one in the country in a most efficient manner. Again, a young active teacher may be quite thrown away in the depth of the bush and may be far more fitted for a town assistantship than many of his seniors.

It is an evil, too, which will grow more and more as years go on. A larger proportion of your teachers will be old, and you will have at the head of your list a long array of aged and nearly worn out masters who cannot be passed over. These will be placed over your large town schools, and will be a source of weakness. If you could in some way pay your teachers by length of service rather than by the size of the school, the difficulty of placing the oldest men over the largest schools might be surmounted. An aged master could then be moved to the country without so large a loss of salary. As things are at present, I cannot conceive how your large and important Department can be carried on with efficiency.

In order to prevent the abuse of this power in any time of political excitement, I would further suggest that it should be understood that these new powers should not be in the hands of the Minister of Education, but entirely in the hands of the permanent officers of the Department.

It is with the greatest diffidence that I venture to suggest the above proposals, and it is only because you have specially asked me to state in my report, in case the system of payment by results appeared not to answer, what other could be substituted for it.

The reports above referred to, and quoted from, do not appear to have received any serious consideration on the part of the Department, nor inspired any movement towards reform.

Report on Evidence.

We purpose at this stage to indicate as concisely as possible our views on the various matters upon which we have taken evidence and made inquiry.

I.—Kindergarten.

We feel that there is no longer any necessity to urge the value and importance of kindergarten work, this being abundantly recognised by all educational authorities ; and that the results of efforts in the establishment of kindergartens, whether in Europe and the United Kingdom, or in the New World, have been sufficient to dispel any doubt in the minds of the people as to its value in dealing with the infant mind, and in laying the superstructure for later educational development. Froebel insisted that children are like plants, and need the same patient consideration that Mother Nature gives her offspring ; and that the ideal kindergarten is a place where the individuality of every child is studied, and the best possible conditions given for its mental, moral, and physical growth. Unfortunately, the conditions of our primary schools will not permit of any close approach to the whole of the details of Froebel's system, the size of classes, among other causes, militating against this. We are of opinion, however, that a modification of kindergarten principles can immediately be adopted

in schools above Class V., *i.e.*, where there are two or more qualified teachers, provided efficient instruction is available, with great advantage to the present school life of the child, and accruing advantage in the higher grades. The Commission look forward to kindergarten principles being universally applied in the schools in the future. It must be remembered, also, that our minimum school age is six years, and this fact will need to be taken into consideration in laying down a modification of kindergarten suitable for our schools. That such a modification can be successfully evolved has been amply demonstrated to us by the work of the New South Wales schools, where the system has been in operation to a limited extent during the past ten years with most gratifying results. We have taken the opportunity of visiting two schools established by the Kindergarten Union of New South Wales, and the success of these schools has been insured by the hearty co-operation and enthusiasm of educational workers in that colony.

In our previous Report reference was made to the necessity for appointing specially-trained organizers and instructors to inaugurate and develop kindergarten work in our schools. The evidence taken since that Report has, if possible, made our conclusions in this respect more obvious, and only confirms the opinion then expressed as to the utter want of preparedness on the part of the Department to introduce kindergarten methods, and the absence of sufficient organizing power to carry them out. Our inquiries in New South Wales have only served to strengthen the view that competency in kindergarten instruction can only be secured after a severe course of training, and only then when the teachers are specially adapted to sympathetically appreciate the spirit of kindergarten. All competent authorities agree that the mere teaching of kindergarten methods by means of text-books, or by inspection of classes at work, must always be futile, and only result in a total misapprehension of the essential nature of the system, and a waste of valuable time and energy. In this connexion it is well to mention that so much importance is already paid to the training of teachers for private schools in New South Wales that the Kindergarten Union, previously referred to, prescribes a course of study of two years, commencing with the theory and practice of kindergarten, elementary geometry, pyschology of children, and the history of education, and concluding in the second year with the theory of sense perceptions, and the occupation work of sewing, weaving, paper-folding, black-board drawing, clay work, etc. This view is confirmed by the testimony of Miss Banks, the infant mistress in the Fort-Street school, Sydney, an educationalist of high qualifications as to infant teaching, and a student with experience and training in Germany and England.

We consider that the supply of kindergarten material should be undertaken by the State. There is no doubt that, while in many cases parents are both able and willing to defray the cost of material, in a large number of cases they feel it a hardship to be called upon to do so, and the demands already made upon them for school requisites are sufficiently heavy. Parents should, however, be afforded the opportunity of purchasing the finished work of their children.

We recommend that, upon the arrival of the trained organizer from England, steps be taken to lay down a suitable modification of kindergarten for use in our schools, and that teachers be selected to undergo a course of training under the direction of the organizer, in addition to those teachers who may be in residence in the Training College. It is suggested that the teachers formerly employed in kindergarten work be allowed an opportunity of obtaining instruction so as to fit them to carry out the scheme of work decided upon. We further recommend that female pupil teachers who may be approved by the organizer be permitted to take the kindergarten examination as an alternative to the new subjects of Latin, Euclid and Algebra prescribed for the pupil teachers' course. Finally, it is considered by the Commission that no sudden attempt should be made to render the adoption of kindergarten work obligatory in the schools, but that the system should be introduced gradually, as teachers attain proficiency and become competent to carry on the work successfully.

II.—Infant Mistresses.

In dealing with the question of infant instruction, we have learned that there is a lack of skilled infant teachers in the Department, and that, although as far back as 1889, the reports of district inspectors called attention to the necessity of appointing mistresses with special qualifications, no action has been taken by the Department. The Public Service Act provides for the promotion of female teachers without their necessarily possessing the qualifications for taking charge of large infant schools, and the result has frequently been that infant mistresses without any special qualifications have been appointed, while female teachers who had qualifications for infant school work have been relegated to small country schools, where their attainments in the direction indicated have been either wholly or partially lost to the State. From evidence submitted to the Commission, it is only too clear that the infant departments of schools have suffered by this want of organization and classification. This is a matter calling for urgent action on the part of the Department. Infant mistresses should, in addition to high literary qualifications, hold special qualifications in kindergarten and infant school management.

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We are of opinion that infant instruction will be placed upon a sounder basis by the separate classification of infant mistresses. We therefore strongly recommend that the Public Service Act be amended so as to enable the Department to prescribe the qualifications necessary for appointment to the charge of an infant department, and to provide for special qualification being recognised before seniority in making such appointments. By this means a supply of well-trained teachers will be insured, and the standard of infant teaching raised.

III.—Hand and Eye Training.

The subject of hand and eye training as a necessary connecting link between kindergarten and manual training has engaged the attention of educational experts in the various centres of Europe and the United Kingdom during the past twelve years. It is conceded that the various forms of hand and eye training constitute a valuable introduction to manual instruction, and that, generally speaking, the greatest amount of benefit has been derived where no definite syllabus has been laid down for the "varied occupations," and where the teachers are allowed a latitude in carrying out the work. Experience has shown that the instruction has not interfered with the literary side of school work, but has aided the development of the reasoning faculty, and increased accuracy, observation, sustained interest in work, and originality.

Drawing, which is a part of hand and eye training, is discussed separately in this Report. Up to the present time, hand and eye training, although practised in a few of the principal towns of Germany and Belgium, and to a slightly greater extent in France, has made only moderate progress in European countries; and if we except Switzerland, it would be safe to say that these "occupations" are only in an experimental stage in European countries at the present time.

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The recent proposal of the Victorian Department to adopt a system of hand and eye training is one that has much to recommend it, provided that the work is inaugurated upon proper principles and without inconsiderate haste. The view held by the Commission is that the first step in an important change of programme such as this is to secure the effective training of teachers, and gradually to introduce the system into the schools instead of making it compulsory, before the teaching staff become qualified, thereby wasting time and material on futile work. The original intention of the Department, as expressed in a memorandum on the subject, prepared by the Inspector-General of Schools in April last, was to obtain the services of one organizer and instructor for hand and eye and manual training, and three instructors in the same subjects who would be engaged in England. This intention has since been modified, and it is now pro-

posed that only the organizer and instructor first mentioned shall be brought from England while the other appointments shall, if possible, be made locally.

We hold the view that if the proposed introduction of hand and eye training is to be of any educational value, and to be a means of preparation for manual instruction, and through that work for industrial or technical education, it must be intrusted only to competent trained teachers who have been thoroughly imbued with the educational value of the work, and until some adequate provision is made for the training of such teachers we would strongly deprecate the introduction of any system of hand and eye training, both in fairness to the children and to the teachers.

The view has been persistently expressed by some officers connected with the Department, in relation to kindergarten and hand and eye training, that teachers can with the help of text-books qualify themselves to impart this instruction. This view is ridiculed by many of the teachers, who point out very naturally that the district inspectors who will be charged with the duty of inspecting the work have not the remotest idea of the subject which it is contended in all seriousness by the Department can be taken up and satisfactorily carried out by untrained teachers. The view that literary acquirements alone make for teaching power and ability is quite discredited, and the sooner the Victorian Department of Education recognises that training should be regarded as the keystone of all educational systems, the better will the progress of our national schools be assured.

We can only reiterate the view set forth in our previous Report that, while it is most desirable that educational reform should be assisted in our schools by the introduction of practical work, such as hand and eye training, it is essential that the training of teachers be undertaken, and until this has been done we think any action towards the introduction of the work would be unwise and unwarranted.

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IV.—Drawing.

Technical education, to be useful and efficient, should rest upon a solid foundation of hand and eye work in the primary school. The importance of drawing in industrial education cannot be overrated, and it is an essential aid to every class of artisan, while it instructs and improves both mind and body in its imitation of nature. It is therefore universally admitted that drawing should occupy an important place in primary instruction, and the great advances made in the primary schools of France, Germany, Switzerland, Belgium, Great Britain, and the United States in recent years serve to show that this fact has been thoroughly appreciated.

From the evidence given before the Commission by Mr. P. M. Carew-Smyth, the departmental Inspector of Drawing, and others, it is evident that, while a considerable improvement has been effected on the standard of earlier years, much yet remains to be done to bring the work of our schools to a proper standard. It has been a serious cause of complaint that students entering the technical schools, whether for industrial or art instruction, do not possess the necessary primary training in drawing to enable them to pursue with any degree of success the higher work of those schools. This, in our opinion, is a matter calling for some attention on the part of the Department, and an endeavour should be made as far as possible to carry out more efficiently the programme of instruction laid down by the Department.

There is no doubt that the training of teachers for this work has been a matter of some difficulty, owing to the lack of facilities for such training; and it seems imperative that, in addition to the proper instruction of teachers in this subject at the Training College, some means should be adopted by which an efficient staff of masters can be maintained for the purpose of training teachers generally throughout the colony. It has been stated in the evidence that the number of trained teachers in South Australia is very large, and that, consequently, the work of the schools, although not based upon such a complete programme as that of the Victorian Department, is considerably superior to that of our schools.

Our attention has been directed to the want of training of teachers in black-board drawing, and this appears to us to be a serious deficiency, and one that is likely to greatly hamper the teacher in imparting instruction to his class. While a study of the art of teaching is recognised as being of the utmost importance in connexion with the general qualifications of teachers, the fact seems to have been overlooked that, though a teacher may be sufficiently trained to enable him to pass an examination in drawing, it is possible that he may be deficient in practical method. It is, we consider, essential that black-board work and drawing from memory should form an important element in the qualifications necessary for the Licence to Teach Drawing certificate. This work will tend to insure greater facility of expression, inspire teachers with confidence in their own teaching abilities, and result in good class work by the pupils.

We would also suggest that the pupils should be exercised in black-board work. We noticed that in one school a class-room has been fitted up with wall black-boards, so arranged that children are enabled to draw at arm's length, thus securing a boldness of outline and a freedom of execution which would be impossible under the prevailing system of drawing-books. With very little expense, the schools might be gradually furnished with wall black-boards. The resulting benefit would be great.

Although drawing has been a compulsory subject in our State schools for some years, and teachers are expected to qualify themselves for the work, we regret to find that the pernicious system of visiting masters still obtains in many of the schools. We are strongly of opinion that no good results can be got from the teaching by visiting masters in the schools, and that the time is long since passed when specialization in teaching drawing is either necessary or advisable.

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The system of allowing visiting masters in our State schools to make a weekly charge upon the pupils for instruction is one which, in our opinion, cannot be defended. The evidence shows this system to be one which tends to deterioration of work.

We think that steps should be taken by the Department of Education to provide for the more efficient training of teachers by the establishment of training centres, and that teachers should be relieved of the necessity for paying for private tuition, more especially as many of the teachers entered the service of the Department prior to drawing being made a compulsory subject. It is possible that the services of certain of the visiting masters could be availed of by the Department for the purpose of training teachers at these centres. Given proper facilities for training, we are satisfied, from our knowledge of the teachers of the colony, that efforts would be made to secure improved qualifications, and considerable benefit would accrue to both teachers and pupils.

It is highly necessary that some connexion should be established between the work in drawing at the State schools and the manual instruction, which it is recommended later on in this Report should be given in centres. The work in this regard in the Fort-street State school at Sydney visited by us was well carried out, and such as would be in every way beneficial to the pupils. It is recognised in that colony that drawing is one of the most valuable features of manual instruction, and that it should accompany the work of the wood working classes.

The importance of this subject has been recognised by the Department of Education, but the policy of the Department has not been continuously carried out. There seems to be a good prospect, under the recent appointment of an Inspector of Drawing, of a successful effort being made to organize a system of training teachers. Until this has been done, it is unreasonable to hope for any improvement in the standard of drawing in our State schools, and for a permanent supply of students with good primary school training for our technical schools. As to this defect complaints have been numerous. It is stated that in many of our technical schools the want of primary training in drawing has been so great as to seriously prejudice the success of the higher work. Much of the work now

done in our Schools of Art is of an elementary character, and is really reflection upon the drawing work of the primary schools.

V.—Manual Instruction.

During the past twenty or twenty-five years, the movement in the direction of practical instruction in the use of tools has been, year by year, steadily gaining ground, until we find that in most of the countries of Europe, in Great Britain, and in the United States of America, the subject of manual training is now recognised as an important part of primary education. It is true that differences of opinion exist as to the precise method of such training, but all educational authorities are agreed as to the necessity for it from an educational standpoint.

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Having regard to the progress of educational handwork in various parts of the world, and to the general recognition of it as a branch of primary instruction, we have no hesitation in recommending that manual training be made an optional subject in our State schools, and that wood working should be the form of instruction to be adopted. For many reasons, we deem it inadvisable to recommend the adoption of metal working at the present time, although, when the system of manual training has become firmly established, it may be introduced with other forms. As the cost of establishing and maintaining classes for manual instruction will be very considerable, it would be wise to confine our attention to wood working, as covering all the educational advantages likely to be gained for the present.

We are of opinion that it would be advisable to establish classes in wood working in connexion with each of the large schools of the colony, did financial considerations permit; but, recognising the necessity for keeping the State expenditure on this subject within reasonable limits, we have to recommend that what is known in Great Britain as the "centre system," *i.e.*, the establishment of a central school at which pupils from surrounding schools may attend, be adopted in this colony.

Reference has been made by us to the appointment of an organizer and instructor in manual training, and we believe that the whole time of such an instructor can profitably be occupied in initiating and carrying on this work. Learning that the Department had sent to England for an organizer, we took the opportunity of suggesting to the Minister that the gentleman selected should hold diplomas from both Nääs and Leipzig, as well as have had some experience of manual instruction in America; and we are pleased to know that this suggestion has been acted upon.

It must be recognised by the Department that the introduction of this work can only be carried out in a gradual manner, and we trust that steps will be taken, and every encouragement offered, for the proper training of teachers who will be competent to take the control of centres of instruction throughout the colony as they become established. Our remarks in regard to the supply of material in kindergarten work apply equally to the introduction of manual training, and we consider that the burden upon parents of supplying tools and materials should be made as light as possible.

We believe that the introduction of manual instruction into our primary school system will be productive of much benefit. The great object of education is to fit children for the business of life, and therefore it is only reasonable that they should not be trained exclusively in literary pursuits. In other words, the uniformity of method, so long a feature of our primary school system, must give way to a more flexible system, capable of being adapted to varying needs and circumstances.

VI.—Elementary Science.

Amongst the subjects remitted to this Commission for consideration and report is that of "the adoption in the State schools of a system of instruc-

tion in the elements of the sciences pertaining to mining, agriculture, dairying, and manufacturing pursuits." Science teaching in the State schools has therefore received attention in the course of our inquiry.

The programme of instruction issued by the Education Department at present provides for lessons being given on the lever, spirit-level and pump in the 4th class ; the thermometer, barometer, siphon, wheel and axle in the 5th class ; and in the 6th class attention is paid to the three forms of matter, the simpler phenomena of heat, the pulley, and the inclined plane. These subjects are included under the heading of "General Lessons," and are combined with instruction in matters pertaining to physical geography. It is further provided that, except in the larger schools, the three highest classes may be combined and the "General Lessons" prescribed for the 5th class may be taken. We understand, also, that it is optional for teachers to substitute special science lessons for the prescribed work, and that in a few instances teachers have taken up elementary chemistry and electricity. The time devoted to "General Lessons" in the schools is generally one hour per week, but only a portion of this time can be given to science lessons.

The evidence placed before us by inspectors and teachers indicates that the science teaching given at present in the State schools is far from being satisfactory, very little of the work being illustrated by experiments, or by experimental work on the part of the pupils, and that the teaching is more or less mechanical. It is severely condemned by some of the inspectors as so bad as to be worse than useless, and on the same authority is stated to be worse now than in past years. There was also a consensus of opinion that the unsatisfactory character of the work is partly due to the nature of the inspection, owing to the limited time at the disposal of the district inspector, combined with the fact that in the calculation of payments by results, the science work makes no very appreciable effect. Teachers are thereby disheartened, and consequently devote their time and energy to subjects which apparently are considered by the Department to be of greater importance.

Another important cause of the want of success in science teaching has been the defective training of the teachers, many of whom are unable to give anything but mere mechanical teaching of facts without experiment of any kind. We have also ascertained that nearly one-half of the schools in the colony are absolutely without apparatus for teaching purposes. Further, it is generally pointed out that the teaching staff as a whole suffers considerably from the want of guidance as to science instruction, and that it would be advantageous if the district inspectors when visiting schools were able to assist and advise teachers in connection with this work. With few exceptions, there has been no disposition on the part of teachers to take up special science work, and it was stated that this was the natural outcome of the departmental system of testing school work, it being inferred that there was no obligation on the part of teachers to exceed the work paid for by the Department. It is clear that the present science programme should be re-arranged and improved, and the method of examination completely changed.

The following statement of Mr. G. F. Link, late head teacher of Flinders School, Geelong, is printed as the testimony of one of the ablest and most experienced of teachers. Mr. Link is also a man of scientific attainments :—

"The elementary science teaching which appears in the present programme of instruction should be broadened and freed from the trammels of payment by results.

"The teaching should be largely experimental, and much more time should be devoted to it. At present it is found to be easier to cram the scholars by drilling them in answering questions set by the inspector of the district in other schools, than to teach the children to think and observe by the proper use of experiments. In my own experience I have had the year's work in science teaching gauged by such a question as 'How is the vacuum in the thermometer produced?' Another examiner was prepared to pass all the scholars of a class provided they could answer the query 'Why is milk white?' Another asked—'How many pores are

there in the human skin?' One boy very sensibly answered—'Nobody knows'; but the good man had read in *Titbits* or some such scientific work that there were so many thousands of millions, and pulled out his note-book to convince me that he had copied the number accurately.

"There are some of the inspectors whom I know to be capable of examining a class in elementary science, but, so far as my experience goes, the majority are quite unqualified for the work. It was a common thing when I was in charge of Flinders School, where I had a large matriculation class, and from ten to twenty of my scholars annually passed the University Examination in Elementary Physics and Physiology, to have these very pupils plucked by the inspector by some such absurd question as the above.

"I have said that the programme of science teaching should be broadened and generalized. The fundamental principles of physics and chemistry, and perhaps physiology also, should be taught to every scholar in our State schools. The laws of these subjects underlie all our arts and manufactures, and indeed are of value in almost every action and emergency of life. Whether he knows it or not, every one of us is constantly engaged in the application of these laws. They are especially valuable to those who are employed in the manufacturing industries, such as tanning, brewing, etc., and in dairying, wine-making, etc., but there is no industry that does not need a knowledge of these laws. Every girl, as a future house-wife, should be taught something of the chemistry involved in culinary operations.

"Beyond the instruction in the fundamental principles of science, which should be given to every scholar, it is doubtless desirable that, in certain districts of the Colony, specialized teaching should be imparted by duly-qualified instructors; but, in my opinion, this should be done either in continuation schools or in technical schools rather than in the ordinary State schools. Because a man lives in a wine-growing district it would be absurd for his children attending the State school, who may all be destined for other occupations, to be compelled to devote so much time weekly to the study of viticulture.

"Besides this the elementary programme is already overloaded.

"It is easy to say what should be taught, but it is not so easy to secure teachers qualified to give the requisite instruction in science. For nearly a generation the teachers have been trained by the Education Department to consider pupils as elastic receptacles to be crammed to distension, instead of regarding them as thinking beings with faculties to be educated and developed. The receptacle theory is fatal to science teaching, but I fear it will require many years of careful management to remove the prejudicial effects of the deadening methods of instruction under which the present generation has grown up."

This strong corroboration of the evidence of inspectors and others amply establishes the necessity for reform in this branch.

In our opinion, the science work at present prescribed under "General Lessons" as well as optional work in elementary sciences in relation to rural and other industries, should, so far at least as the 4th, 5th, and 6th classes are concerned, be included under a separate heading entirely apart from what are now known as "General Lessons," and the work at present carried out under that heading in regard to the form and motions of the earth, cause of day and night, etc., should be taught in its proper place as physical geography. We think the term used in Scotland of "Experimental Science" is much to be preferred, and will serve to indicate more clearly to the teaching staff what is expected from them. The time devoted to experimental science work in the schools should not be less than one hour a week. We further believe that an oral examination instead of the present written and wholly inadequate examination would give better results, and encourage teachers to take up the teaching of science with interest and enthusiasm. It would be of great advantage, and would supply a want which has long been felt by teachers, if a syllabus giving full details of work were issued for the guidance of teachers, and in this connexion we feel that as much latitude as possible should be allowed teachers in the choice of science subjects and the method of treatment. The Education Act will need to be amended to enable the proposed changes to be made.

We consider the object of all science teaching in primary schools should be to arouse an interest in surrounding natural phenomena, and to develop the faculties of observation on the part of the scholar. Upon such teaching a sound superstructure of technical knowledge can be built.

Agricultural Lessons, &c.

We have made careful inquiry as to the practicability of instruction being given in special districts in the elements of science bearing upon particular industries, and the opinion has been generally expressed that such work would be of much value. It is considered that intelligent instruction of this character would tend to prove a corrective to the purely literary or clerical bias given by much of our school work. The additional value of a grasp of the principles underlying the avocations of rural and industrial life need not be elaborated. For the mass of the community, such instruction is probably more valuable than that in other subjects. . . . . We have come to the conclusion that the necessity exists for the extension of science teaching to subjects such as agriculture, dairying, fruit-growing and other industrial pursuits, provided the result aimed at is mainly educational.

In regard to specialised work, in relation to particular industries, it would be advisable to supply teachers with suitable text-books dealing with such subjects as agriculture, dairying, and fruit-growing; and steps should be taken by means of lectures during vacations, and on other suitable occasions to interest teachers in the work of science teaching, and to furnish them with information calculated to assist in the work of the schools. The lessons given in dairying by permission of the Education Department, and by the direction of the Minister of Agriculture, in various parts of the colony have already had a good influence in awakening the enthusiasm of the teachers and interesting the children in their home life and surroundings, and an extension of this work would be especially valuable. Elementary work illustrating the principles underlying agriculture would also be beneficial, and would lay a foundation and cultivate a taste for knowledge of this character, the results of which would be far-reaching. We would point out, however, that the practice followed elsewhere of teaching this work wholly from text-books is one that is absolutely worthless, and that the only guarantee of success is the proper carrying out of experimental work, combined with occasional visits to the farm, the dairy, butter factory, or orchard.

Notwithstanding the difficulties which appear to beset the introduction of elementary agricultural education into our State schools, the result of the preliminary efforts so far put forth is sufficiently encouraging to justify not only the continuance of such instruction, but also to warrant us in recommending its extension throughout the rural districts of the colony.

Our present system of primary instruction is one of the causes tending to divert children's attention from rural industries. Too often they regard farming occupations as dull drudgery and lower than the clerical occupations for which the State school instruction seems the natural preparation. To make rural life attractive, to foster the development of our natural resources, to elevate and encourage higher agricultural education, it is essential that a commencement be made in the primary schools.

If the rudiments of agricultural education are to be taught efficiently, the course must chiefly be confined to teaching the principles underlying agricultural practice and which illustrate the phenomena of nature, and to training and expanding the child's powers of observation. Our experience so far has shown that this class of tuition is attractive to the child. Wherever such instruction has been inaugurated, universal interest has been evinced in the subject on the part of both teachers and scholars.

Such teaching discloses an intimate connexion between school education and the intelligent application of principles in the conduct of the daily work of the country children. It awakens a new life, excites an impulse to work reveals attractive features in what has hitherto been considered menial work, and unfolds elevating influences in their surroundings. The boy or girl ceases to regard manual labour as distasteful, and the higher ideal of

country life competes with the counter attractions to be found in the cities. Happily the efforts, so far, in introducing such teaching in our country schools have met with the warm approval of all sections of the teaching staff.

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We deem it absolutely essential that the teacher of such subjects should undergo a special course of training.

Teachers should attend short courses at the Training College or be grouped at centres in the country where lecturers could attend to give practical demonstrations and tuition. The evidence of the teachers is pleasing testimony of their willingness and anxiety to acquire the requisite training. The value of the work to the children is substantially appreciated.

One of the most serious obstacles to the successful adoption of teaching special lessons is our existing system of "payment by results." We desire to record the opinion that its total abolition will assist placing elementary agricultural education on a progressive and lasting basis.

Whilst the details of the lessons, their scope, illustration, and methods of practical demonstration will naturally occupy considerable time to arrange and compile, yet the work can be gradually introduced. Special care should be taken in selecting lessons suitable for the rural industries of each locality, and the following subjects may be included :—

Agriculture.	Dairying.	Poultry-raising.	Insect Pests.
Horticulture.	Bee-keeping.	Gardening.	

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The question of the adequate supply of scientific apparatus in our State schools is one to which we desire again to make reference. The practice of the Department has hitherto been to defray a portion of the cost of apparatus, and the teachers are expected to obtain the assistance of parents in providing the balance of cost, or to purchase apparatus themselves, and we found that many of the teachers paid the whole cost. We consider that this is a very unsatisfactory method of equipping the schools, and that teachers cannot reasonably be expected to supplement the cost of apparatus or to furnish it themselves. We must deprecate the retention of such a system, and while it is true that, in some exceptional cases, teachers prefer to provide apparatus for their own special work, so as to be able to carry it with them upon removal to another school, the fact remains that many teachers are penalized by being obliged to expend money on the purchase of apparatus which should properly be supplied by the Department.

We are of opinion that the proper teaching of elementary scientific principles bearing on the industries of the various districts of the colony should be made an important branch of State school work, and, provided our suggestions are carried out in a broad, liberal and sympathetic spirit by the Department of Education, we feel that the effect of the introduction of such work will give a stimulus and zest to school work, more especially in the rural districts, which will do much to popularize our schools, both as regards the children and the parents, and at the same time will create an interest in the natural resources of the colony.

VII.—Domestic Economy, etc.

(*a*) *Cookery.*

The encouragement and extension of classes of cookery in connexion with the State schools of the colony is, in our opinion, a matter which deserves attention, and we consider that this is a form of practical instruction which is likely to prove very beneficial to the pupils of our schools. We have taken the opportunity of visiting the cookery centre established by the Department of Education at Queensberry Street, Carlton, under the management of Mrs. Fawcett Story, and we were strongly impressed with the high character and value of the work done at that school. The results of the examination recently held by a competent authority are most encouraging, and in our opinion thoroughly justify the Department in its proposal to extend the teaching of cookery to the Ballarat and Geelong

schools. During our recent visit to New South Wales we inspected some of the cookery classes in operation in that colony, and Mrs. Story's work in organizing and developing these classes was spoken of in general terms of appreciation by the New South Wales educational authorities.

In this, as in other branches of instruction previously referred to, the first necessity is that of having properly trained teachers, and we are pleased to observe that the matter has received considerable attention at the Carlton centre. We would recommend that as soon as the training of competent instructors has been sufficiently far advanced, an extension of these classes should be made to other centres of the colony, and we do not hesitate to express the opinion that the value of this form of instruction, both in the eyes of parents and of the public generally, will do much to dispel the feeling that practical education is a matter outside the pale of primary instruction in Victoria.

(*b*) *Laundry-work, etc.*

We submit also that the Department might with advantage adopt a system of lessons in domestic economy, laundry-work, etc., and that encouragement should be afforded teachers to undergo a course of study in these important branches of educational work.

VIII.—Programme of Instruction.

The introduction of such subjects as those indicated in the preceding pages will necessitate a thorough revision of the programme of instruction, and members of the teaching staff of the Department, as well as many of the inspectors of schools, are agreed that the existing programme is too heavy, in spite of the recent attempts on the part of the Department to render the work somewhat lighter. It is generally conceded by the Department that some action will need to be taken, so as to provide sufficient time, without lengthening the present school hours, for the additional subjects proposed to be introduced. From the evidence given before the Commission, there is a consensus of opinion that the work in grammar, geography and writing should be considerably reduced, and that the work in history should be revised, and that the benefits accruing to the children from the newer and more practical work will more than compensate for the reduction. It does not lie within the scope of this Commission to make detailed recommendations as to the modification of the programme of education; but, from the evidence tendered, we are satisfied that no great difficulty can arise in the adoption of a satisfactory curriculum covering the new subjects. We suggest that, in making any alteration or modification in the programme of instruction, the Department should take steps, by means of a conference, or in some such manner, to ascertain the views of the teaching staff, and to obtain the assistance of the various teachers' associations, the ultimate responsibility, of course, resting with the inspectors.

IX.—Efficiency of Educational System.

(*a*) *Inspector-General.*

We have placed on record our view that the Department has not been progressive; further that certain tendencies of late years have been reactionary.

It is apparent that the mere recommendations as to reform by the addition of new subjects or methods of instruction will prove valueless if the execution of the reforms be intrusted to supine or incompetent administrators.

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The educational head must be a man of vigorous mind. A great department cannot administer itself. The most cunningly devised scheme of regulations cannot dispense with some intelligent personal administration.

We are satisfied, not only by the current experience of the adjoining colonies, as well as by study of the English, Scotch and other systems, that the educational head of the Department must be invested with—and, indeed, trusted to exercise a large measure of individual responsibility. His position is that of the intellectual centre of the system. Without an intellectual centre the system becomes inert. The Inspector-General should be in actual touch with the life and teaching of the school—familiar with its work, not merely by reading written reports or studying automatically ascertained percentages, but by actual observation of school work and teaching in the various districts of the colony. This is not a mere counsel of perfection, but is possible of fulfilment. It was the view formerly taken in Victoria of the duties of this office, and it is adopted in South Australia, and also adopted under conditions involving greater difficulty in New South Wales.

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(b) Inspectors.

The importance of an efficient staff of inspectors need not be insisted on. It should be numerically sufficient, and consist of well-trained men of good educational attainments. Further, an inspector should be a man of character and determination. He must be more than the combination of a scholar and reporter. No combination of examination and seniority tests is a sufficient guarantee of efficiency. Like the infant mistress, he should possess special personal qualifications for his position. His function is not akin to that of a detective or even an auditor. He is to judge school work, to encourage individual effort, to see that within the system the individuality of the teacher is allowed fullest scope, and that the faculties of the children are developed by sound teaching and complete organization.

The work of the departmental inspectors is not conducted under conditions that make for the exercise of these qualities.

There are not enough inspectors—even before the staff was reduced by retrenchment the staff was insufficient. The inspection of schools has suffered—it must necessarily be hurried. On this point the evidence of Mr. Frank Tate and Mr. H. F. Rix was very pronounced.

Mr. Tate stated the area of his district was 5,400 square miles, with 136 schools. Each school has to be examined twice a year—once for method, once for results—the work involving sometimes driving 20 or 25 miles per day; in fact, this inspector has to spend two-fifths of his time in travelling. The result is that the work is conducted at extreme pressure, and the inspectors have insufficient time to keep up with educational progress. In the schools themselves it was stated that the inspectors are too much overworked to fully test how knowledge is being acquired—that is, the method of teaching. The result system also narrows the work of the inspector as well as of the teacher—the school work tends to become cramped and mechanical. The success of the system, to adopt the language of this witness, depends ultimately upon the personality of the teachers and the inspectors. Teachers are needed who have culture and knowledge of the best principles of education. Having those principles, they should have liberty to carry them into practice. The system tends to make teaching cramped and mechanical, and is utterly condemned. The opinion was expressed that if the English method of inspection were supplemented by an examination, if necessary, by the inspector, very great good would come of it.

Mr. Rix was very pronounced as to the difficulties under which the inspectors' work was carried out, and the fact that justice to education could not be done under the system, and as to the necessity of annual conferences of inspectors.

The advantage of the Teachers' Associations making suggestions to be considered by the inspectors, and the benefits to be derived from the circulation of ideas as to teaching, were repeatedly urged by witnesses.

Many of the inspectors' reports pointed out year after year the necessity for reforms and amendment. Although generally (not invariably) printed, there is no evidence that these reports receive the attention they deserve.

Practically there is no circulation of ideas in the Department, and the more progressive section of the inspectors are in the position of having their reports received without attention, or most of their suggestions ignored at such conferences as may be summoned.

The position of an inspector in a live system would be vastly different.

He should be charged with the responsibility of actually judging the value of the work done ; should make himself thoroughly acquainted with methods of training by actual observation of the teacher at work, and by other suitable methods, and reporting to a Chief Inspector who has personal grip of the system. The results of such judgment should constitute the teacher's record.

This system has long been in full force in New South Wales and South Australia, and though the teacher's salary is fixed in those colonies, all experts—from Mr. Brodribb in 1887, and Messrs. Topp and Main, in 1888, to the present day—agree that the industry and enthusiasm of the teaching staff is quite equal to that in Victoria. The consequence is that, untrammelled by mechanical restrictions impelling to a policy of cram, the school work becomes more free and efficient, the teacher is emancipated, and the inspector can fulfil his highest functions in encouraging and co-operating with the teacher in the true education of his pupils.

No danger need be feared in proceeding to the abolition of the system of payments by results in the mode indicated in this Report. In this connexion, however, we desire to insist on the strength it will give to the system of inspection. No doubt it will invest the position of an inspector with more responsibility than at present ; but this should be inseparable from the office. An inspector will have to report on the teacher, and his report will largely determine the teacher's record and future. Responsibility must rest somewhere, and to seek to evade its necessity by a mechanical method of measuring the intellectual work of teaching is to lessen the intellectual element and to increase the mechanical element in teaching itself.

During recent years, vacancies in the inspectoral staff have been filled by the promotion of teachers, the essential qualifications being apparently scholastic ones. These by no means guarantee the possession of all other necessary qualifications. If life is to be infused into the system, the very best men must be obtained, whether from within or without the Public Service. Some of the evidence given before the Commission showed that some disinclination exists among a part of the staff to take the responsibility of making reports which might involve a lowering of teachers' salaries for inefficient teaching. We trust this is not a general feature, and would prefer to believe that the unwillingness to take responsibility is less a personal defect inherent in any of the inspectors than the outcome of a system by which responsibility has been withdrawn from them. If invested with this responsibility it would speedily come to be exercised wisely.

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But the narrowing effects of the system must weaken the sense of responsibility. A perusal of the confidential instructions issued by the Department to inspectors tends to establish this. A machine-like system makes machine-like men, and the unsympathetic attitude of the Department to its inspectors' reports, and its apparent indifference to their contents does not tend to develop initiative but rather to smother it.

A comparison between the Victorian instructions and the English code strikingly illustrates the difference between a regulation-bound system and the system of freedom. The whole tenor of the latter reveals a policy of confidence in the work of men of character and ability. The visits are not intended as visits of surprise or of an inquisitorial or detective character, but to enable the inspector to judge of discipline and organization, and to aid teachers by advice or discussion.

It is obvious that the restraint on teachers and inspectors in this colony must have the evil effects deposed to by nearly all the witnesses before the Commission and supported by the answers and testimony of educationalists of note, and the nature of the inspector must be "subdued to what it works in."

Investing the inspectors with the greater powers and increased responsibilities, a course involved in the abolition of the result system, would speedily increase the ability and sense of responsibility of the abler men.

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There is little doubt, therefore, that the staff could be made to respond to the request, and we have no doubt would gladly welcome it.

Of course this involves the continuous selection of men by some more effective procedure than the existing Public Service Board methods.

Inspectors' conferences should be periodically held, and the results and questions discussed printed in the Annual Report presented to Parliament.

Inspectors should report annually, and not biennially. Their reports should be printed. The practice occasionally pursued of eliminating recommendations from the report of an inspector because they are against the Department's policy at the time is open to serious objection. It involves the suppression of criticism from what may possibly be the only sources whence the public can receive information.

Dr. Pearson, speaking on this subject on 29th March, 1890, said :—

" Parliament and the country had a right to know from the inspectors, as experts, whether the system was doing good work, and if the Department once adopted the practice of suppressing unfavorable reports, or unfavorable passages in them, and printed only their favorable reports, the consequences would be most deplorable."

In strong contrast to the resentment of criticisms of the Department's policy is the English system, where, on the abolition of payment by results (payment to school authorities, not teachers), the departmental report contains the inspectors' statements, frankly approving or condemning the new policy according to the conscientious judgment of the individual inspector.

We are of opinion that the periodical exchange of inspectors in the various districts both town and country, would be of great advantage to the educational progress of the colony, and tend to vitalize the whole system of inspection.

(*c*) *Teachers.*

The teachers' organizations should be encouraged to hold conferences, and the resolutions arrived at should be formally presented to the Department and be included in the Annual Report.

Circulars of instruction should also be issued by the Department. District libraries of reports and works relating to education should be established. The library of the Education Department should be modernized and enlarged. It should be extended, completed, and kept up to date by arrangements being made to get promptly all the records from the leading official world centres.

The hostile attitude of the Department, at all events in the past, to the abolition of the result system seems to be in the fear lest paying the teachers fixed salaries would result in their work being careless and indifferent. We see no reason to fear this. On the contrary, every member of the Commission is impressed with the fact that as a class the teachers are a body of men that the community may feel proud of. They include very many enthusiastic men, who display the keenest interest in their life-work. It is their life-work, for it must be remembered that it is seldom used as an avenue to another career. Even the disabilities and deprivations to which they have been subjected during the retrenchment period have not destroyed the interest taken in their work, although disheartening influences have undoubtedly existed.

We feel that the teaching staff is capable of doing work of a very high order if freed from the trammels of the result system. The Commission is satisfied as to the enthusiasm of the teaching staff as a whole, and when it is remembered that this has been maintained in the face of discouraging retrenchments and losses of promotion on every side, it is doubly gratifying. We are quite satisfied that with a reorganization of the administrative and inspectoral staff a class of teachers already exists both

capable and willing to assist in reforming our system, and at least bring it up to the level of other countries. The result system might have been necessary when the only teachers available included a large number of unqualified or partly qualified men, but this cannot be said of the present staff.

(*d*) *Pupil Teachers and Monitors.*

The existing method of appointment of pupil teachers has been brought under our notice, and it would appear that there is room for reform in this direction. It has been stated in evidence that a life tenure is given to pupil teachers of one year's standing, and that these teachers may have been seen only once by the district inspector. In view of the excessive competition which exists for appointment to these positions in Victoria, we think that some stricter supervision should be exercised by the Department over pupil teachers with a view to ascertain their capabilities, apart from the ability to pass mere examinations, before they receive the status of teachers. Even in England, where the conditions of the teaching profession are such as to make it a matter of difficulty to obtain suitable pupil teachers, it is found necessary to impose guarded conditions as to special recommendation by an inspector, and we believe that the adoption of a similar plan in this colony would tend to improve the class of pupil teachers. Mr. Inspector Rix expresses the opinion that "it must affect the service injuriously to give a life tenure to failures as teachers, and it is most difficult to get rid of them under the present order of things."

The practice of the Department of withdrawing first-class pupil teachers from their schools for relieving duty, and the substitution of monitors or 6th class pupils, is one that, in our opinion, must seriously affect the efficiency of the schools, and from the evidence placed before us it is clear that this practice during a recent period has become unfortunately too prevalent. One witness, giving evidence on behalf of the Victorian State School Teachers' Union, referred to a complaint made by a metropolitan head teacher to the Union, that on a given day no less than eight pupil teachers were withdrawn from his school staff for relieving duty, or from other causes, and their places filled by 6th class pupils. This fact points to a remarkable want of organization on the part of the Department, and shows clearly the necessity for a properly maintained staff of relieving teachers. It is to be remembered that under such conditions as these, head teachers are compelled to work for result examinations, and it is only necessary to mention this fact to show how unfair is the practice of sending pupil teachers on relieving duty—not only to the teachers, but to the pupils. We have previously referred to the report of Messrs. Main and Topp, and although attention was directed by them in that report as far back as 1889, to the great disadvantage laboured under by the schools through the withdrawal of pupil teachers for relieving work, and the consequent prejudicial effect on the efficiency of the schools, no attempt has been made by the department to effect a remedy, and, in fact, the evil has been greatly intensified.

One effect of the passing of Act No. 1302 in 1893, was the appointment of monitors to a limited extent in certain schools, and we think that the employment of monitors is to be commended, provided their duties are such as to afford training in school work, and to enable them to qualify for the higher position of pupil teachers. We desire to point out, however, that the monitorial system is one that is open to abuse, and that strict care should be taken to clearly define the limits and the nature of the teaching work expected from them.

(*e*) *Result System.*

As stated in our preliminary remarks, our Commission does not specify this subject, yet its scope includes an inquiry as to the means to be adopted for the better provision of a systematic and graduated course of technical instruction. We feel it would be futile to make mere recommendations, without considering whether they could be duly carried out with the existing methods of testing school work. We were consequently compelled

to make a thorough inquiry on the subject of the present system of payment of teachers by results of examinations.

We have had a large amount of evidence placed before us by inspectors of schools, and teachers' associations, and also by teachers independently of these associations, as well as by others interested in the subject; and we also made the system the subject of inquiry and study.

In addition, statements from competent authorities have been furnished, setting forth the arguments both for and against the continuance of the result system. . . . . .

The principle of payment by results was adopted in Victoria by the Board of Education in 1863, and the object of the Board in introducing the system is stated to have been twofold—(1) to induce greater assiduity on the part of the teaching staff, and (2) to advance the minimum standard of efficiency in primary schools. We can well conceive that at this early stage in the history of the educational movement in this colony, some such policy was absolutely essential, and as will be shown further on, the position of Victoria in regard to educational matters was at that period very similar to that of England under the revised Code of 1862. At a time when the educational system of the colony was only partially organized, when the training of teachers had not been undertaken, and the necessity for uniformity existed, there is no doubt that the Board of Education had strong reasons for inaugurating the system referred to, and that valuable work was done. That the deficient qualifications and training of teachers were largely the reasons for the introduction of the system is evidenced by the statement of Mr. H. P. Venables, then an inspector of schools, who, although a firm advocate of the result system, in referring to payments by results in one of his reports stated that—"Could a thoroughly efficient and skilled teacher be secured for every school its necessity would become in a great measure obsolete." It is purely a tentative system.

The system adopted in 1863 has been modified from time to time in regard to methods of examination, concessions as to "age test," the standard of examinations and the introduction of a merit grant; but the general principles of the system have practically remained unaltered to the present day.

One prominent feature of the evidence laid before us by the administrative officers of the Department and by other witnesses was that in considering the advantages or disadvantages of the result system, the effect upon the teaching staff was assumed to be of the first importance, while the effect upon the child was only looked upon as a secondary matter, deserving little or no consideration. While it is important that the teaching staff should work under the best possible conditions the question of paramount importance is the effect of the system upon the children whom the State has undertaken to educate. From this aspect the result system is injurious in the extreme.

It is admitted by the advocates of the result system that one object aimed at is to secure uniformity of work, and, in our opinion, this uniformity is detrimental, not only to the weak and backward children, but also to those who are brighter and more intelligent. The striving after a uniformity of standard has led to a system of cramming, concerning which the complaints on all sides are most bitter. It is pointed out by the Senior Inspector of Schools (Mr. Holland) that this tendency is more marked in the large town schools where high percentages are obtained than in the smaller country schools in which the percentages are only normal, and it will thus be seen that cramming is most prevalent where it is also most injurious—in the schools with large attendances of pupils. The mental effect of a system of forcing dull and backward children must be of the most injurious character, and we can easily understand that the school life of such children must be unattractive and unhappy. One of the oldest inspectors in the Department has stated in evidence that the result system "limits the development of intelligence in a child," and it has been shown conclusively that under this system the bright intelligent pupil is kept back, and attention is directed to securing only the minimum standard of efficiency, or, as one witness aptly describes it—"a forcing up to and a pruning back to an arbitrary pass standard." The effect of the system of payment by results is one

that demands serious attention, it being clear that much of our educational work must be largely neutralized by a system of cram on the one hand, and of retarding influence on the other. The true ideal of education is to encourage and stimulate as far as possible the individuality of pupils, and not to turn out machine-made products. It has been stated with evident pride by one of the inspectors of schools that the country child receives precisely the same education as the town child, but, in our opinion, this very uniformity is a serious defect of the system. Unless more freedom be given to members of the teaching staff to teach broadly and effectively we must be content to retain a mechanical unpractical system of education, and to lag behind more progressive peoples.

That the character of the education afforded our children, apart from the considerations referred to above, has been prejudicially affected by the operation of the result system has been abundantly proved by our investigations, and the opinion has been generally expressed by educationalists of standing that the outcome of such a system can only be mechanical and restricted teaching. This must necessarily be so from the fact that the examinations, upon which a portion of the salaries of teachers depends, are in themselves mechanical and restricted. Mr. Inspector Rix states that—"the chief object of result examinations is to assess salaries rather than to test the value of the education given," and this opinion is borne out by the evidence of teachers generally. Another witness, Mr. Frank Tate, says—"The examinations under present conditions test facts, not mental development. . . . . Teaching becomes narrow and illiberal, examination becomes stereotyped, and classification and promotion (of teachers) automatic."

Dealing next with the effect of the system upon the teaching staff, there has been a solid array of evidence to show that the system is most inequitable in its operation, and that as a matter of fact it fails in one of its first objects, the rewarding of good work and the punishment of inefficient teachers. It would naturally be expected that in a system designed to secure the best possible effort on the part of teachers, and one in which a portion of the teacher's salary is affected, the methods of examination would be most complete and searching. We find, however, that the greatest dissatisfaction exists throughout the teaching staff, and that the examinations are hurried and superficial, and many of the inspectors complain that they are unable to discharge their duties to their own or the teachers' satisfaction owing to the overpressure of work. This complaint is made, both in town and country. Surely a matter of such vital importance as the testing of the work of our educational system demands the most careful and painstaking examination from the point of view of efficiency alone, but when it is remembered also that in addition a portion of the income of teachers must depend upon the examinations, then it becomes a matter for serious reflection. We find further that by the operation of the result system, teachers are in many cases not paid on the results of their own work, but on the results of the work of other teachers in the same school. Thus Mr. Inspector Summons in his evidence points out that in a school of 27 teachers, only seven were paid by results, while the remaining teachers (pupil teachers and monitors) were paid fixed salaries. Thus the result payment to the head teacher and assistants depends largely on the work done by the junior teachers of the school, and this is the case in all large schools throughout the colony. The teachers' result payments are also affected sometimes very considerably by circumstances over which they can possibly have no control, such as epidemics, absences from examinations, etc.

With an imperfect system of examinations, and varying conditions affecting the work of teachers, it is only too easy to understand that the system has become unpopular amongst the class which it so largely affects.

It is implied that our teachers are capable only of doing effective and honest work by the application of some such system, but the experience of the other colonies goes to show that this is not the case, and that no evil results have followed the absence of such an "incentive" to work. It is pointed out by Mr. Inspector Rix in his statement appended, that during

the suspension of payments by results in Victoria in 1886–87, our teachers worked as hard, if not harder, than they had done before or since. Even admitting that a small percentage of the teaching staff requires spurring to increased exertion, it can hardly be argued that this is a sufficient justification for the larger body of hard-working teachers being penalized and limited by this system.

Summarizing the objections which have been urged by witnesses and others against the retention of the result system, it is pointed out :—

1. That dull children are unduly forced, while brighter children are kept at a stand-still.
2. That "cramming" is encouraged, and true education sacrificed to instruction.
3. That it is a test of fact-acquisition rather than of mental development.
4. That the teaching is narrow and cramped, instead of being liberal in spirit.
5. That the inspection is mechanical, and relies largely upon the individual and written test, which is inapplicable to many subjects.
6. That teachers are often paid on the results of work of other teachers.
7. That teachers often suffer in their result payments through causes beyond their own control.
8. That the system is in operation in no other English-speaking country.
9. That it is not essential to the honest performance of work, this being demonstrated by teachers of other colonies.
10. That proper recognition cannot be given to primary technical school work while such a system remains in operation.

. . . . . .

After having fully considered the operation and bearing of the result system in Victoria, we have arrived at the conclusion that under this system it will be impossible to introduce the subjects of practical education into the curriculum with any degree of success, and that our recommendations in regard to these subjects will be of no avail while the existing methods of controlling and testing school work continue. Bearing in mind the importance of bringing our educational system up to the level of other countries, and also the prejudicial effects of the result system, even on the present curriculum, we are compelled to recommend the total abolition of the result system, and the substitution of a system of payments of fixed salaries combined with a searching method of inspection in lieu of individual examinations by the Department's inspectors in all schools which maintain a fair degree of efficiency. The school work should be tested, as far as possible, by class examinations as well as by general methods of inspection, and the visits of the inspectors should not be at stated periods. Examinations by the inspector should not be resorted to where he is able to satisfy himself that a high level of efficiency is being maintained. Power should be given to retain schools under the present examination system where there appears to be any deterioration of work or lack of energy on the part of the teachers of a particular school. That this alteration will entail greater responsibility upon inspectors is admitted, but we hold that this responsibility is absolutely necessary in the best interests of our educational system.

(*f*) *Recent Changes by Legislation, Regulations, etc.*

. . . . We publish with this Report a statement furnished by the Secretary for Education, setting forth the details as to retrenchments carried out by legislation and by administration [see below Appendix], and a glance at this statement will show conclusively that the zeal for retrenchment has evidently outrun the discretion of the administrative heads of the Department, and will leave no doubt in the minds of the public that our

national system of education has been considerably impaired, and that the movement of the Department has been one of retrogression rather than of progress.

Amongst other items, we would especially refer to a saving of £7,700 on the training of teachers; a reduction in teachers' salaries and result payments of £128,091; the abolition of bonuses to head masters for training pupil teachers; a saving of £7,000 by the withdrawal of scholarships; a reduction in the number of truant officers, which involved a decrease of expenditure of £6,000; the stoppage of kindergarten expenditure; a saving of £37,000 by amalgamation of schools; a reduction of £7,000 in grants for the maintenance of school buildings; a considerable decrease in expenditure in the erection of new buildings, and a reduction of £8,000 on the maintenance of technical schools.

It is difficult to believe that a reduction in the expenditure of the Education Department of nearly £200,000 per annum could be effected without some corresponding deterioration in the character and value of the instruction given in our State schools, and although in some few instances we recognise the necessity for retrenchments, owing to expenditure having been increased in the more prosperous years, yet we are satisfied that the system has been injured. It is important to notice, too, that under this policy the services of some of the best members of the teaching staff were lost to the Department by retirement, and it is significant to note that for the sake of an immediate showing of saving, the pension list of the Education Department was increased from £23,982 in 1891-92 to £72,081 in 1897-98; while teachers, many of whom were in the prime of life, were enabled to withdraw from the Department with pensions, and to enter into competition with private teachers less fortunately placed, and with workers in other avenues of employment.

. . . . . .

In November of the same year (1893) an Act was passed reducing the minimum and maximum salaries to be paid to teachers in each class, and although this legislation did not affect salaries paid at the time of the Act, it applied to all new appointments and to teachers promoted from one class to another. In his statement on the effect of regrading schools, Mr. Inspector Rix refers to the operation of this Act, and remarks that the Act "could have no other effect than to retard promotion by merit," and that a teacher would take at least 31 years, if he got promotion from class to class without a single day's delay, to pass through the five classes. The result of this legislation must be that the teachers in charge of our most important schools will be men far past the prime of life. Even before the retarding influence on promotions of teachers caused by the passage of this Act (No. 1334) it was recognised by competent authorities that the slow rate of promotion must have a prejudicial effect, and Messrs. Main and Topp, reporting on this subject in 1889, stated :—

"The fact that the head masters and head mistresses of the large schools in New South Wales are in the prime of life, while teachers in similar positions in Victorian schools have arrived at an age when the full physical vigour is in most cases considerably diminished, must have a tendency to give the schools of the former colony an advantage over ours."

And in their summary to the report, these gentlemen refer to "the greater prominence given to skill and industry in determining promotions in New South Wales, so that comparatively young men may hope to attain the highest positions."

Then again, in January, 1895, a further retrenchment Act (No. 1382), known as the Regrading of Schools Act, was brought into operation. . . .

We may here refer to the unjust operation of the 15th section of Act No. 1302, by which teachers in the first sub-class of their class are enabled to rise in classification with their schools often at the expense of more deserving teachers. . . . . .

All the witnesses examined by the Commission on the question were unanimous in stating that the policy of amalgamation of schools has been detrimental to the efficiency of the educational system, and that the supervision by head teachers has been weakened very considerably, more especially in the case of large town schools. . . . . .

The amalgamation of schools is admitted on all sides to have materially weakened the supervision of the schools affected. It is generally expected that, in addition to the supervision of the whole school, the head master should give the pupils of the senior classes the advantage of his superior qualifications, and we consider that this must be impossible where his attention is divided between two schools.

. . . . . .

After full consideration of the policy of amalgamation of schools, we recommend that steps be taken to discontinue the system, and that the existing adjuncts be made principal schools wherever their importance demands it, or reconstituted as independent infant schools if practicable.

Other changes were effected by departmental regulations and administration, by the reduction in number of the inspectoral staff, and in the amount of their travelling allowances, the withdrawal of special payments to teachers, reduction of expenditure on school buildings, and these, together with the increase in size of schools and classes, the appointment of immature teachers, the retirement of some of the most highly-qualified teachers, the lessening of prospects of promotion, with the consequent lack of incentive to industry and good work, have been injurious to the educational system.

Annual Reports.

After making a number of quotations from the Annual Reports of the Education Department for the years 1894–98, the Commissioners recommend that, in future Annual Reports, "the presentation of the official statistics and progress should be supplemented by fuller references to the educational questions of the day and the best thought of the Department as to the mode of dealing with them in actual work." The Commissioners comment with severity on certain statements in the Reports containing assurances of continued educational efficiency which they regard as having been published at a time when, as they believe, serious defects were impairing the growth and usefulness of public education. They urge that a Department should have "power to express an opinion or to utter a warning for the guidance of the public or Parliament as to the effect of any proposed change in the system or attack upon its efficiency."

They further express their opinion as to "the necessity of establishing some form of Council of Education to watch over the working of the system, that will fearlessly express its opinion of proposed changes in reports periodically presented to the Legislature. Such a body would keep in touch with educational progress in all its branches in other parts of the world, and would be a guarantee that a policy of stagnation could not long be pursued.

Education is largely controlled by such bodies in England, Scotland, and Ireland.

At this stage of the inquiry, we make no actual recommendation on this subject, but we believe it to be necessary to establish some such body.

At a further stage of our inquiry, when we have dealt with various branches of technical education in relation to rural industries, mining, and industrial pursuits, we will indicate in detail the principles on which such a co-ordinating body should be established.

We think its establishment essential, and are of opinion that it could be designed so as in no way to withdraw education from parliamentary control, at the same time proving of the highest assistance to the Legislature, and maintaining the public interest in the work of training the people."

The Commissioners' Report continues as follows :—

(g) Certificates of Exemption from School Attendance.

Under the provisions of the *Education Act* 1890, power is given to make regulations to determine the system upon which the standard of education shall be based. Evidence has been furnished the Commission as to the evil effects of granting certificates of exemption to children of tender years, it being possible under the existing regulations for children to obtain the

certificate as early as eight years of age. The evidence of teachers and others goes to show that the effects upon children of leaving school upon obtaining the minimum standard are most injurious, and in many cases likely to prejudice their future career. In England the minimum age for issue of a leaving certificate has been eleven years, and even then children were only examined at the special request of parents, with a view to their entering upon some employment; and during the current year the minimum age has been raised to twelve years. We notice also that it is a matter of general complaint in France that children leave school at too early an age. The school age is thirteen, similar to that in Victoria, but children are exempted from further attendance after obtaining the "Certificate of Primary Studies," which can be granted upon passing a standard examination for which the minimum age is eleven years. The standard adopted for examination is considerably higher than that of Victoria, and includes dictation, arithmetic, composition, reading and recitation, history, geography and elementary science, while recently drawing and agriculture have been made obligatory. Needlework is also required for girls. The Victorian standard is a most elementary one, providing only for reading, writing and arithmetic up to the standard of the 4th class.

Analyzing the school attendances in this colony for the year 1897, we find that the falling off in the number of pupils between eleven and twelve years of age, as compared with the number attending at ten years, is 7 per cent., while the decrease in the number of pupils in the next year of school life is 14 per cent., and the attendance of children over thirteen years of age is 28 per cent. less than the number attending at the first stated age. The Department, in its Annual Report for 1897–98, also states that during the year 1896 there were 11,346 standard certificates issued, and indicates that the average number of children of school age who failed to attend the required number of days, but who held certificates of exemption, during the year 1897–98 was 2,656. These figures clearly prove that a large number of children annually leave school without availing themselves of the full measure of education provided under the Act, and thereby fail to obtain the knowledge necessary to constitute the basis for continuation or technical school work.

We are of opinion that action should be taken by the Department to remedy this state of things, and to insure full advantage being taken as far as possible of the more advanced work of the State schools. With this object in view we would not only recommend that the standard of education be raised considerably, but that a minimum age of twelve years be fixed for the issue of the certificate of exemption. We consider that, having regard to the introduction of the practical education outlined in our recommendations which must largely be given in the senior classes, as well as to the future technical training of the youth of the colony, this alteration will be of immense advantage.

We think it desirable that the minimum of 40 days attendance in each quarter should be raised.

We are further of opinion that the extension of the minimum age for the issue of certificates to 12 years will not in itself provide for a sufficient standard of primary education for children in Victoria.

The Commission are precluded from recommending that the limit of the school period be raised from 13 to 14 years of age, as it does not appear to us that, with the course of instruction provided by the Department at present, the extended period could be properly utilized. The tendency in Europe is to enlarge the scope and elevate the standard of primary instruction, and the period devoted to this instruction also embraces longer hours daily and extended for a more lengthened period. It is by these means that a more extensive course of study in many European schools is made possible.

We are strongly of opinion that every effort should be made by the Department to gather into the schools as many children as possible. We notice from the Annual Report of 1897–98 that 26,000 children are reported as not being in attendance, and we are sensible that the absence of these children from the State schools is a serious national loss.

(h) Scholarships and Exhibitions.

From 1886 to 1892, scholarships were granted, ranging in number from 200 in 1886 to 75 in 1892, by the Education Department, under certain conditions as to minimum age, and also in the latter year as to the satisfactory passing of progress examinations ; but, in 1893, owing presumably to the retrenchment policy of the then Government, State aid in this direction was withdrawn. Several colleges and grammar schools then stepped into the breach, and offered scholarships for competition among State school pupils, and this offer was taken advantage of by the Department, which accepted the responsibility of holding the examinations throughout the colony. We understand also that scholarships were last year granted by a city firm in connexion with commercial subjects. It has been stated that the Education Department intends reverting to the system in operation prior to 1893, and that 50 scholarships will be competed for at the close of 1900.

The granting of exhibitions by the Department dates from the year 1871, and these have been continued under varying conditions as to number, value, and tenure until the present time. The present conditions for competitions for exhibitions are that the candidate must be under seventeen years of age, have held a scholarship for at least two years, and have matriculated.

It appears to us that the whole system of granting of scholarships and exhibitions, whether under the former departmental régime or under the more recent conditions, is simply the natural outcome of the general tendency of present day State school instruction to foster literary acquirements at the expense of the practical side of education. The evidence placed before us on this matter clearly indicates that if opportunity were offered, the competition for scholarships in the direction of mining, agricultural, and art instruction would be exceedingly keen. Further, the evidence has shown that in the majority of cases scholarships have been gained by the children of parents who are in a position to pay for the higher education, and who do pay a large amount in fees for private tuition and coaching as a preparation for the scholarship competitive examinations.

While we favour a system of scholarships for literary or professional study to a limited extent, provided the granting of these scholarships is determined on judicial principles, we would also advocate the extension of the system, if anything more largely, in the direction of assisting youths to obtain higher instruction in rural and mining industries. We are satisfied that the fullest advantage would be taken by State school pupils of scholarships admitting to the Agricultural College at Dookie.

We therefore recommend that the present method of awarding scholarships be brought under revision by the Department, with the view of encouraging students who are not possessed of sufficient means to enable them to pursue their studies. An adequate number of such scholarships should provide for instruction in the Agricultural College and other technical schools.

We consider it important that in reviving the system of Government scholarships the Department should make such provision as will place this matter on a more liberal basis, and that full advantage should be taken of existing technical schools by extending the scholarship system to these institutions. When dealing with the question of agricultural and mining education in the technical schools of the colony this question will be further considered.

X.—Training of Teachers.

The efficient training of teachers is an essential part of any educational system. A blow was struck at the system by the closing of the Training College. The intention of the Department to re-open the College is good, but the institution to be useful should be on modern lines.

Some of the witnesses . . . . seemed not to appreciate the necessity for thorough training on the part of teachers. In relation to kindergarten and manual training, the prevailing impression was

that a little study of manuals would qualify a teacher for either class of instruction, and that a "beginning" or "attempt" might be made by teachers thus scantily equipped for their work. It would almost appear that in some quarters the same view was held as to science teaching.

No more mistaken view than this could be held, and it stamps those who hold it as quite uninfluenced by modern views as to education or the training of teachers.

It is to be feared that the Training College, like the kindergarten and hand and eye courses, is being designed in a hurry.

The college has been closed for years, and now that a Principal has been appointed from the staff of inspectors (Mr. F. Tate) we are of opinion that it is of the highest importance that before the college is re-opened the Principal should visit the United States and England and the Continent, and make himself acquainted with the organization of the best training schools in those countries.

Much of the success of the introduction of kindergarten and manual training and hand and eye training, as well as of instruction in elementary science, will depend upon the work of the Training College, and it is, therefore, necessary that, in arranging courses of study for teachers in training, the Department should pay considerable attention to the provision of a proper staff for these subjects.

The organizers about to be engaged in England for kindergarten and manual training should be thoroughly qualified to organize the teaching of the two divisions first named, and the Principal would be in a better position to lay out the work of these departments after their arrival in the colony.

The training of infant mistresses should be made a special feature of the work of the college. Infant teaching is doubtless of the highest importance. The lack of thoroughly efficient infant mistresses has been frequently insisted upon, both in the inspectors' reports and in the evidence of competent witnesses. A remarkable unanimity of opinion exists as to the desirability of making infant teaching—at all events so far as the infant mistress in charge of the infant division of a school is concerned—a specialty, and making appointments to such positions depend upon special fitness and qualifications for the work.

Advantage should certainly be taken of the re-opening of the Training College to provide for a series of lectures and experiments in connexion with dairying, agriculture, and other forms of instruction bearing upon rural industries, and there should be no difficulty whatever in securing the services of competent experts for this branch of work. The instruction afforded students in training in this respect should enable them not only to teach, but later on to furnish instruction to teachers gathered together in convenient centres, and thus the information gained at the Training College would eventually permeate the whole of the colony.

One feature of the course of training should be the thorough instruction of teachers in drawing, and there is no doubt that the services of the Inspector of Drawing, Mr. P. M. Carew-Smyth, will be available for the supervision of this most important work. It is largely by means of the trained teachers that better methods of drawing must be inculcated, and for this reason the instruction given at the Training College should be such as to fully equip teachers, and to enable them to extend the influence of the Training College to the remotest parts of the colony. The training in drawing in order to be thoroughly successful should include black-board work, and this should form an important portion of the examination for the licence to teach drawing. It is certainly anomalous that no provision has hitherto been made for training in black-board work and drawing from memory, seeing that it is by this medium the teacher must convey his ideas to the class under his control.

We are convinced that provided the latest information be obtained by personal inspection in other countries, and that an efficient staff of assistants be appointed to the college, the influence of this institution on the educational movement of our colony will be of enormous value.

We think that action should be taken by the Department to provide practising schools for young teachers, including those who may be

at the Training College, in order to train them in the work of small country schools.

It is necessary to point out that while the re-establishment of the Training College on sound lines will be of the greatest benefit there will still remain a large proportion of teachers who cannot possibly follow a course of training. This has been recognised in the past by the provision for the training of pupil teachers. After careful investigation we have arrived at the conclusion that the present system of training pupil teachers is faulty, and should at once be amended. The head master's task of holding pupil teacher training classes after a full day's school work is a very hard one. It presses with equal severity on the pupil teachers. The pupil teachers themselves feel that the training obtained in this manner is insufficient to enable them to pass the necessary examinations for the teachers' course. Many of them, consequently, arrange for private tuition at their own expense. The pupil teachers are also worked too hard at school during their course. We think that a little better organization on the part of the Department would obviate the necessity for private tuition, and at the same time secure efficient training for the pupil teachers. It is recommended that pupil teachers' classes should be grouped, instead of as at present each head teacher being made responsible for the pupil teachers of his own school, and the result would be a greater concentration of effort and better training. We would strongly oppose the carrying on of training work immediately after the close of the school work. The school work of the pupil teachers should also be lightened. This recommendation will involve very little increased expenditure, and will greatly improve the training afforded the pupil teachers.

We have the honour to submit herewith a summary of our recommendations on the various matters to which reference has been made in dealing with the question of primary technical education.

SUMMARY OF RECOMMENDATIONS.

1. That a modified system of kindergarten be adopted in all schools above Class V., *i.e.*, where there are two or more qualified teachers, the system to be gradually introduced as teachers become qualified to impart instruction.

2. That the Kindergarten Certificate issued at the discretion of the organizer be accepted by the Department as an alternative qualification in the case of female teachers to the subjects of Latin, Algebra and Euclid, prescribed for the pupil teachers' course.

3. That the supply of kindergarten material be made wholly by the Department, parents to be allowed to purchase finished work if so desired.

4. That legislation be introduced providing for the special classification and appointment of infant mistresses.

5. That hand and eye training be gradually introduced into the State school curriculum by duly qualified teachers, and that special attention be paid to the training of teachers for the work.

6. That training centres be established for teachers in drawing, and that the privilege of allowing visiting masters the entry to schools and to charge fees be withdrawn, the services of such masters to be utilized wherever expedient in the training of teachers.

7. That the subject of manual training, by means of wood-working, be made a branch of the curriculum, and instruction be given at properly-equipped "centres," attention to be first paid to the efficient training of the

teaching staff. The Commission would strongly disapprove of the introduction of manual training except by instructors who are imbued with the educational spirit and aims of the work.

8. That the programme of instruction be amended, so that instruction in science subjects be no longer merged into a group of general lessons, but be arranged under the heading of "Experimental Science.'

9. That the teachers be specially trained to impart instruction in elementary experimental science, and that the illustrations and subject-matter for lessons be largely drawn from local industries; and that the mere familiarity with text-books be not regarded as a sufficient qualification for teaching.

10. That science apparatus be more liberally supplied to the schools, and teachers be relieved of the responsibility of providing same, or a portion of same.

11. That steps be taken to extend the system of cookery lessons by the equipment of "centres" throughout the colony as teachers become qualified, and the finances of the Department will permit, and that domestic economy and laundry work be made subjects of instruction.

12. That provision be made for a modification of the programme of instruction, with a view to the introduction and development of the new subjects recommended to be taught; the advice and assistance of the various Teachers' Associations to be sought in any alteration of curriculum.

13. That the number of district inspectors be increased, and that in the appointment of new inspectors attention be paid to teaching experience as well as scholastic attainments. That inspectors be transferred periodically from one district to another.

14. That inspectors' reports to the Department be made annually instead of biennially, and that such reports be published in full for the information of Parliament and the public.

15. That conferences of inspectors be held at least once a year for discussion of educational matters and matters affecting the Department.

16. That teachers' conferences be accorded departmental recognition, and that the resolutions of all conferences be submitted to the Minister of Public Instruction, and referred to the conference of inspectors for consideration and report.

17. That circulars of instruction and information be issued by the Department to inspectors and teachers.

18. That the system of testing school work known as the "result system" be abolished, and that inspection be substituted for examination in all schools maintaining a high standard of efficiency. Examinations to be retained in all other schools, but class examinations to be held instead of individual examinations as far as possible and inspectors' visits to be without notice. Power to be vested in district inspectors to bring schools under the system of examination at any time in the event of a decrease in efficiency.

19. That legislation be introduced providing that the staffing of schools be re-arranged so as to insure the employment of a larger number of assistant teachers, and a decrease in the number of pupil teachers on the staff.

20. That the permanent relieving staff of teachers be increased so as to avoid the withdrawal of pupil teachers from their schools.

21. That the policy of amalgamation of schools be discontinued, and steps be taken to re-open the present adjuncts as principal schools wherever their importance demands it, or reconstitute them as independent infant schools if practicable.

22. That the standard for certificates of exemption from school attendance be considerably raised, and the minimum age for issue of such certificates be twelve years. That the minimum period for school attendance of 40 days per quarter be raised, and that efforts be made by the Department to further enforce the compulsory provisions of the Act.

23. That of the scholarships proposed to be granted by the Department next year a number be provided for courses of study at the Technical Schools and Agricultural College.

24. That provision be made in the Training College course for instruction in kindergarten, hand and eye training, manual training, drawing, and

elementary science, and that opportunity be afforded the Principal of the College to visit Europe and America before the opening of the College, with a view to studying the progress of education and the methods adopted for the training of teachers in those countries.

25. That centres be established in the metropolitan area and the larger country towns for the training of pupil teachers, and that practising schools be established for the training of young teachers in the work of small country schools. That facilities be afforded teachers for attending vacation courses of lectures at suitable centres in kindergarten, hand and eye training, drawing, and experimental science.

CONCLUSION.

There may be those who object to these strictures on the primary system of education as being beyond the scope of the inquiry. A brief review of the position will show this objection to be unfounded. Technical education is but part of the general process of national education of which elementary training is the basis. The state of primary education must be constantly kept in view. Its backward condition not only stunts national development, but renders the establishment of technical schools difficult, and their work unsatisfactory. It is the appreciation of this that has produced the advanced elementary systems of Germany, France, and Switzerland, and is causing reform in the primary school systems of England, Scotland, and the United States.

The tendency in Europe at least is to extend the scope and standard of primary instruction, and there can be little doubt that the marvellous development of industrial skill and power of contrivance, as exemplified in the progress of science as applied to industry and commerce which the Continent now exhibits, has its roots in the primary schools.

It is idle to suppose that a superstructure of sound technical instruction in the practical application of the principles underlying our national rural, mining and manufacturing industries can be raised upon the imperfect foundation of our present primary system.

It is obvious that a considerable part of the work done in agricultural colleges and technical schools should have been done in primary or continuation schools, this defect entailing loss of time on the scholars, while the larger mass of children, whose education stops short at the primary school, are quite insufficiently trained for the work of modern life.

Witnesses before the Commission were very decided in objecting to any undue extension of the programme of instruction in the primary schools that would increase the child's daily work.

In comparing the old-fashioned programmes of instruction, the development of the three R's theory, of the work of our State schools with the work of European schools, it is apparent that the latter is more comprehensive. Education occupies a higher sphere generally. An elementary school in Zurich is described by the English Commissioners in their report of 1884, in which irregularity of attendance is stated to be unknown. The children learn, in addition to rudimentary chemistry and physics, one foreign language, drawing, besides receiving object-lessons in natural history.

The period of school instruction is longer on the Continent, and thus a more comprehensive course of study can be imparted without resorting to the cramming system.

In Victoria, although the statutory age of school instruction is from six to thirteen years, the period of compulsory attendance is only 160 days in the year, and the system of granting exemption certificates to children of a very early age who attain a very low compulsory standard, operates to lessen the number of children that really obtain the elements of a sound education. Many children claim their exempt certificates at ten years, some even at eight years ; and there can be little doubt that even at the later of these two periods sound considerations of national policy require that the child should be at school, and not either at work or running wild.

Germany and Switzerland are ahead of Great Britain and Victoria in this respect. In Victoria we attach a superstitious regard to the value of examinations. The point of absurdity is reached when a little child is certified as educated. What is essential is not that the infant brain should be crammed to receive the inspector's certificate at a period when all its faculties of body and mind are hardly developed, but that those faculties should be unfolded by a certain number of years of sound teaching.

The period of compulsory attendance at school extends in Hamburg from six years to thirteen (seven years). Saxony prescribes a similar period. In Baden, Bavaria and Zurich, children leaving the elementary school at the age of twelve, thirteen, or fourteen years are required by law to attend continuation schools for two or three years more.

These evening schools (say the English Commissioners in their Report of 1884) help to sustain a boy's interest in study at a time when he is likely to forget what he has acquired in the ordinary primary school. For the want of them apprentices or young workmen frequently find themselves too ignorant to avail themselves of the special technical instruction which they have the opportunities of obtaining, and on this account, and also because they serve to give the youth a taste for study at the time when he begins to appreciate the value of instruction, these schools have proved to be most serviceable to German and Swiss artisans in quickening their intelligence, and in affording them useful information bearing upon their trades.

Germany and Switzerland prescribe a longer daily attendance as well as more years of school life than Victoria does, and in the increased time a more liberal programme of instruction, and examinations are not pushed to the extreme point.

There is much to be said for extending the age of compulsory school attendance to fourteen years. National greatness cannot be built up on the labour of half-developed ill-taught children. If the diffusion of prosperity and comfort among the masses of our population be a fact, it cannot be essential to deprive our children of the opportunity for culture and improvement available to European children.

The evidence of the Commissioners in 1884 has been quoted above. Since that year, in 1896, Sir Philip Magnus, accompanied by other members of the Commission, again visited Germany, and after dwelling upon the enormous advances made since the visit of the Commission in 1884, stated:—

"The questions of longer hours, smaller wages, and the work of women and children are to some extent involved, as we have said, in the growing competition which the manufacturers of this country have to face, but we are convinced, from our inquiries, that there has been in the past, and that there is still in progress a levelling up of the inequalities between the physical and social condition of the workers here and those in similar trades abroad. In all skilled industries the wages in Germany are rising, and the hours of labour tend to decrease. *Child labour has practically disappeared in German factories, as in no case at any works visited by us did we see any children employed.*"

The united wisdom of the great German nation has fully decided that the best use to put their children to is to train their minds, bodies and characters, and that well trained children constitute their chief national resources. The whole of the report last quoted is a record of marvellous industrial development consequent on education, and accompanied by increased devotion of money and intelligence to an ever progressive system of education in all its branches.

A restricted school period, a limited course of primary teaching, a withdrawal from school at an early age—for either desultory employment, or hard manual work on the farm, or unskilled labour—will leave the Victorians an unprogressive people.

It appears, therefore, that a reorganization of the educational system in this respect is essential if we desire to attain the level of the European countries we have named. But the community as a whole must be persuaded of the value of a sound national system before this reform can be consummated.

The poverty and want of purpose of the life of many dwellers in town and country, the early disappearance of the results of a very rudimentary training, the absence of real ideals that must characterize an insufficiently trained people, must be conspicuous among the causes that make for arrested social development.

In Australia we lack many of the stimuli to progress presented by the social transformation and scientific and literary movements of the nations of Europe. Unless our intellectual development attains its fullest proportions, we may find ourselves permanently outside the world currents of progress. These considerations go to show that education of the very young should be at least as broad and comprehensive as in the old world. This from the personal or humane point of view.

From the material or business standpoint the world competition in commerce, production and industry also requires from these communities complete educational equipment. The greatness of a nation must rest upon the training of every class of the community. A nation is not redeemed by the genius of a few able men. The nation as a whole must be trained, and nowhere should the training be more thorough, more earnest, or more fully permeated by a deep love of the spirit of learning as developing faculty, broadening life, and strengthening character than in the primary schools.

Doubtless reform on these radical lines will involve a recasting of our educational system as a whole. That such a reform will involve further cost cannot be gainsaid. That educational reform is at the root of progress in the nations of Germany, France, Switzerland, Great Britain, and the United States is unquestionably true. Without it the developments in manufacture, commerce, and science would not be possible. Other social reforms, whether taking the form of legislative action or not, may clear the ground for progress or tend to secure more just social conditions, but the fundamental truth that national progress depends on character and ability, and these largely upon training, brings the paramount importance of educational reform into bold relief.

The issue is whether an ill-trained people can worthily uphold its part either in production, industry, or commerce with the best disciplined communities? This is the question to be faced by this community, whose duty in the immediate future is to decide whether the sacrifice involved in the answer will be made.

This Report was signed by all the Commissioners, one signature, that of Mr. Charles R. Long, being "subject to protest."

APPENDIX.

RETRENCHMENTS IN EXPENDITURE OF EDUCATION DEPARTMENT.

EDUCATION DEPARTMENT.

Statement of Expenditure for the Years 1891-2 to 1898-9.

	Act 1133.		Act 1334	Act 1382.				
——	1891-2	1892-3	1893-4	1894-5	1895-6	1896-7	1897-8	Estimated 1898-9
	£	£	£	£	£	£	£	£
Total Expenditure (exclusive of buildings)	790,626	747,521	662,546	637,717	604,874	598,522	602,083	630,974
Administration	49,040	45,383	38,351	30,698	29,590	29,971	30,531	29,747
Training	7,737	7,093	3,657	—	—	—	—	—
Instruction	654,492	628,077	554,407	506,527	478,844	476,738	477,455	494,958
Teachers' Salaries and Results	565,287	551,025	506,000	464,885	440,352	438,183	437,196	448,643
Singing	8,500	7,777	77	—	—	—	—	—
Drawing	6,090	5,292	844	659	372	372	250	—
Drill and Gymnastics	4,552	3,089	1	10	—	—	—	—
Travelling Expenses—Inspectors	5,578	5,429	4,363	3,069	2,960	2,958	2,939	2,970
Teachers	3,661	2,578	3,196	2,026	1,989	1,960	1,746	1,806
Teachers of Singing and Drawing	778	761	4	—	—	—	—	—
Allowance to 5th Class Female Teachers	6,599	4,112	1,733	10	—	—	—	—
Bonuses—Singing, Drawing & Pupil Teachers	5,842	5,579	1,224	7	50	—	—	—
Kindergarten, etc.	526	343	210	103	—	—	—	245
Exhibitions	1,875	2,059	2,087	1,977	1,848	1,457	1,429	2,000
Scholarships	7,130	5,883	3,936	2,078	580	—	—	—
Maintenance	37,461	33,461	30,286	29,279	29,230	29,690	30,189	30,900
Melbourne University	11,750	6,750	4,750	4,750	3,250	3,250	3,250	5,250
Technical Schools	29,316	17,065	10,843	11,978	14,773	11,999	11,998	14,500
Pensions paid from Special Appropriations	23,982	31,443	42,764	62,467	75,210	71,624	72,081	73,200
Buildings and Rents	65,169	28,272	8,930	6,651	9,932	10,897	13,101	31,480
Percentage Deductions	—	12,390	31,427	27,334	23,993	22,893	18,566	10,479

1897-8 AS COMPARED WITH 1891-2.

THE PRINCIPAL ITEMS OF RETRENCHMENT ARE AS FOLLOWS :—

Singing, Drawing, and Drill	£19,100
Bonuses, Pupil Teachers, and Singing and Drawing	5,842
Scholarship	7,000
Training	7,700
Compulsory Clause, Truant Officers, etc.	6,000
Technical Schools, Maintenace of	8,000
Teachers' Salaries by reduction in number of Assistants, Act No. 1302.	11,000
Teachers' Salaries by regrading of Salaries, Act No. 1334 (Estimated)	45,000
Teachers' Salaries by regrading of Schools, Act No. 1382 (Estimated)	80,000
Amalgamation of Schools	37,000
Administration	9,000
	£235,642

(iii.) THIRD PROGRESS REPORT, JULY 10, 1900.

The Third Progress Report consists of a report by Dr. Cherry, of the University of Melbourne, on "Technical Instruction in Great Britain and Europe."

(iv.) FOURTH PROGRESS REPORT, SEPTEMBER 17, 1900.

The Fourth Progress Report deals with a number of important questions connected with (1) agricultural education and (2) the administration and reform of education in the modern democratic State. The document as a whole is one of the most important papers issued of recent years on these educational problems. The Report was received too late for detailed analysis but the following extracts will suffice to show the chief suggestions of the Commissioners in regard (*a*) to the teaching of the elements of agriculture in primary schools and (*b*) to the establishment of a General Council of Education for the purpose of stimulating educational thought and practice and co-ordinating the various types of educational activity.

(*a*) Teaching of Agriculture in Primary Schools.

The Commissioners recommend, *inter alia* :—

1. That a scheme of instruction in experimental science to form the groundwork of agricultural teaching, be prepared and adopted in connexion with the State school curriculum.
2. That facilities be afforded by the Department of Education for the instruction of State school pupils in the rural districts in the rudiments of agriculture, horticulture, etc., and for the establishment of school gardens wherever practicable ; and that arrangements be made for the training of State school teachers for this purpose, the Burnley School of Horticulture, amongst other agencies, to be utilized.

(*b*) The Functions of a General Council of Education.

In our Second Progress Report, dealing with manual and practical training and primary education, we showed clearly that the Education Department, so far from having kept pace with the progress of the education movement in other civilised countries, could scarcely be said to have maintained its own standard of efficiency in many respects, and had not kept abreast of modern progress. We were oppressed with the feeling that the community possessed no guarantee that in educational matters a progressive policy would be maintained. For these reasons we indicated our view that it would probably be found necessary to provide some safeguard for the maintenance of a progressive system of national education by the constitution of some form of council, which, without in any way derogating from the principle of parliamentary control, or Ministerial responsibility, would be enabled to watch over education, report upon the work of all educational agencies, and generally keep Parliament and the public informed of all shortcomings on the part of the various departments, and present such criticisms, information, and suggestions as would secure continuous progress. It was then thought that the further consideration of the constitution and scope of such a body as is here indicated might be deferred until the Commission had inquired into the working of the technical schools of the colony, dealt with questions affecting their reorganization, and determined what should be the relations existing between the primary schools, the technical schools, and the University. The investigation which has been made into the subject of agricultural

education, however, raises the question at a somewhat earlier stage, and it appears impossible to deal in a comprehensive manner with the subject of reform and extension of agricultural education without considering it.

We are convinced that the mere recommendation of a better form of organization, of correct curricula, and of more scientific methods of instruction, even if such recommendations were promptly carried out, would be far from inaugurating a reform that would be permanent. This can only be secured by the creation of some permanent organization that will insure the system adopted being continuously progressive, and also continuously administered in a sympathetic and intelligent manner.

In Victoria, the reaction that set in against political management some years ago resulted in the creation of what were designed to be non-political permanent boards, controlling certain departments, independent of what was thought to be the evil influences of political interference. The cause of agricultural education has been the subject of experiment of this character.

From what we have already said as to the work of the Council of Agricultural Education (an irresponsible board), this body has very imperfectly realized the scope and purport of agricultural education, and by no means kept in touch with other countries in this respect, and has in particular fallen far short of what has been achieved by the Government departments of South Australia and New South Wales. On the other hand, we are confronted with the fact that the same charge of insufficient progress has been thoroughly established against the Education Department of Victoria. So, in the light of our own experience, neither system seems to have been a success in the matter of education, and some reform is absolutely essential. Neither the Government Department itself, nor the Council, independent of external control, appears to possess the necessary capacity for progress.

One of the great problems confronting us in Victoria is how to stimulate sufficient general interest in education so as to secure continuous effective criticism, which is the essential condition of vitality. Policies of retrenchment, brought into operation through political exigencies, have been pursued, to the great detriment of the educational system, without any danger signals being held out warning the community of the mischief being done. Experience proves that it is not reasonable to expect permanent officials of a department to publicly protest against a policy determined on by their political head. In fact, the policy determined on must be carried out by those officials, whatever their own views may be, in such a spirit as to warrant the public in the belief that they are heartily in accord with it. Under our public service system, which in its operation appears to be largely mechanical, not only as to appointments, but also as to promotion and increase of pay, it is not safe to expect that reforms will be from time to time actively initiated, or, if initiated or suggested, will be adopted or carried out, notwithstanding that among the inspectors and teachers are included a very large number of enthusiastic educationists. The system hitherto in operation has discouraged initiative, and has not welcomed suggestions. Experience has shown that there is no circulation of ideas, and that a great deal of public inquiry and criticism has been necessary in order to arouse temporary activity. Neither the political heads, nor the permanent heads, judging the future by the past, can be relied upon to evoke from the teachers or officers those continuous suggestions of reform and instalments of progress that are essential to the success of education, and which inspectors and teachers are able, willing and eager to furnish and execute. Again, and this applies to the work of a body like the Council of Agricultural Education, as well as to the Education Department itself, there is no means by which the public, as a whole, can judge whether the system is intelligent, successful, or progressive.

It is doubtless true that there is a feeling of unrest in the community as to our condition, and a vague recognition of the fact that we are lagging behind the world movement in educational reform. But no means exist for educating public opinion as to the extent of our deficiences, or the nature and true direction of desirable progress.

When one compares the almost total absence of discussion on educational subjects in Victoria with the position these subjects occupy in the literature and life and legislation of England and America (not to speak of Europe), it becomes apparent that the first condition of progress is to establish some healthy agencies of continuous vigorous criticism. The mere force of uninstructed public opinion has proved quite insufficient for the purpose to be achieved, and the work of occasional commissions of inquiry on the subject cannot be sufficient.

Agricultural education, a branch of technical education in the enlarged sense in which the term is used, cannot be regarded as an isolated department of inquiry. It forms part of a great system of national education. It cannot be said that public opinion in Victoria has yet realized any conception of such a system, but the ideal is not difficult to realize in thought, and should not be impossible to consummate in fact.

A national system, that would qualify the youth of the country for the performance of the task constituting their life-work, by not only training the memory, but by the development of faculty, aptitude and character, beginning at the infant school, and culminating at the University; a system which would wisely co-ordinate all the departments, agricultural, mining, industrial and secondary education with higher education is essential, if we are to remain a progressive community. It would certainly be easier and less costly for such a national system to be carried out as a whole than for the present state of things in which primary schools, mining schools, agricultural colleges, secondary schools and universities are all unrelated. What the Earl of Rosebery, in his speech at Chatham, on the 22nd January, 1900, said of England, is more than true of educational matters in Victoria—"I humbly think that in this country we live a great deal too much from hand to mouth. We do not proceed by scientific method. We go on the principle that things have carried us so well so far, that we are a noble nation, that we are pretty numerous, and that we have always muddled out right in the end. . . . . But I say this: that we are a people of enormous waste. We waste simply by not pursuing scientific methods. . . . . Germany is infinitely more painstaking and scientific in its methods than we are. . . . . In commerce, in education, and in war, we are not methodical, we are not scientific, we are not abreast of the more advanced nations of the day. And if we want to keep our place, we shall have to consider the lessons we have been taught in this respect. Depend upon it, however brilliant you may be, the tortoise of investigation, method and preparation will always catch up and overtake the hare which leaves everything to the inspiration and effort of the moment." For instance, no relation exists between the primary school and the agricultural college. Many technical schools are so only in name. Both in agricultural colleges and in technical schools work is done that should be done in primary schools. To Lord Rosebery's reference to the absence of scientific method in England may be added that in Victoria we have no method at all of dealing with education as a whole.

What is wanted is a body that will watch over the work of every branch of the educational system, and see that the work of the respective parts is properly apportioned and duly carried out, that efficient means are afforded for the acquisition of the knowledge requisite in every walk of life, that the agencies for the supply of teachers, duly qualified, are in good working order, and that the whole is permanently alive to all legitimate movements of reform. It must be clearly understood that the ideal we aim at does not necessitate a mechanical method of teaching according to one pattern; far from this, it is essential that the various schools should be encouraged to preserve variety, spontaneity, and originality of method, which are essentials in education. Can the Government Departments of Education and Agriculture ever supply this? In our judgment they are powerless to do so.

The constitution of a General Council of Education should not be difficult to determine; and it should include representatives of the University, educationists, and men who combine intelligence, culture, and a zeal for the diffusion of education, and representatives specially qualified to deal with the various departments of education relating to primary and technical

education. It should include women as well as men. Secondary education should be represented. It cannot be said that the relation of secondary education to technical education—one of the great educational questions of England, Europe and America—has ever been discussed in Victoria. No political or social considerations should be paramount or operative in the constitution of the council. Its functions should be to inquire into the working of the Education Department, and all the educational work of the colony, and to report to Parliament, annually, upon all matters connected with education. It need not be a paid body, and it is quite certain that the community would readily provide men and women of the necessary qualifications and attainments and zeal for this most important task. The council at first should be nominated. Experience would determine its value and decide upon the desirability of other methods for election or appointment. The work of such a council, if honestly done, could not fail to prove of the greatest possible value. Its reports would have entirely prevented the injury done in the recent past to our educational system. It could readily see that the various departments kept in touch with progress in other civilized countries, and that all reforms were examined and tested. It would be an independent authority as to the position and qualification of teachers of all grades. It would furnish Parliament and the public with the means of judgment. It would, without a doubt, be welcomed by all the teachers interested in the perfection of educational methods, and would keep the community aroused to the recognition of the essential importance of national training.

It is remarkable how the need for central control, or national co-ordinating agencies of some kind, has been widely recognised to be necessary of late years. Since our Second Progress Report, indicating the need for such a council, the educational movement in England has been crowned by the passage of the Board of Education Act of 1899, which came into operation in April of this year, and which is intended to largely centralize the control of all educational agencies in England, primary, secondary, and technical. There the educational movement has been unsystematic but active. The labours of educationists and public men have awakened the community of late years to the educational deficiencies of the country. A wealth of conflicting agencies in relation to technical instruction has succeeded in greatly improving the condition of affairs, and the educational revival has resulted in the continuous improvement of the primary system, the consummation of the great reform of abolition of payment by results, the emancipation of the teachers, the founding of higher-grade schools, the widening of the curriculum, the introduction of sound kindergarten methods, the establishment of manual training, the teaching of experimental science, and movements for the better training of teachers. It has resulted in the creation of schools by municipalities, guilds, county councils, and other bodies, for the distribution of large sums of money by the Department of Science and Art, and has established the beginnings of agricultural education. To this end much legislation has been necessary, and many inquiries by Royal Commissions, conferences, and departmental committees have taken place. These movements have been assisted, stimulated, and supplemented by great societies like the National Association for the promotion of Technical Education, by the publication of journals connected with secondary and technical education, and many other movements representing the continuous pressure of educated public opinion, arousing the community to a sense of the importance of an efficient national system.

In addition, the subject continuously engages the patriotic labours of many leading public men, including Ministers of the Crown, men of science and culture, and eminent journalists. Discussion on the subject is practically unceasing. Further, numerous bodies like the College of Preceptors, the Headmasters' Conference (which consists of the members of some of the great public colleges, for instance, Eton, Harrow, and Rugby), the Teachers' Conference, the Assistant Teachers' Union, the National Union of Teachers, as well as the universities, also take part in the great movement. It might be thought that these agencies would be sufficient, by the force of criticism, and the maintenance of keen and

educated public interest, to secure efficiency and continued progress. But even in England, the citadel of private initiative and individual responsibility, it has been recognised that these agencies, valuable as they are, embracing as they do the labours of some of the greatest intellects of the race, are of themselves, and by themselves, insufficient to secure a truly national progressive system of education. It is realized that this forest of unrelated enterprise involves waste of effort and imperfect performance, and that it is necessary to regulate and co-ordinate all the different branches of education, to the end that national training may proceed in perfect and harmonious development. The Board of Education Act, therefore, provides for the creation of a board, the scope of whose duties, though at present loosely defined, is intended to be wide enough to include the whole of education; and it is proposed that the authorities should constitute in its provisions three subdivisions for control of the respective branches of primary, secondary, and technical education. This will include the present Education Department; the present Department of Science and Art, which controls the distribution of funds, and determines the efficiency of technical schools; and a new department, which is to deal with the great subject of secondary education. This Board will really constitute the Department of National Education for England, and it is referred to with a view of exhibiting the determination of the English people to thoroughly nationalize education. The head of the Board, of course, will be the responsible Minister for Education, and the various secretaries of its sub-departments will be the permanent heads, who will take rank among the most sympathetic, large-minded, and able educationists of the nation. Notwithstanding this, for the purpose of advising the Board and for other matters, the Act provides for the appointment of a Consultative Committee, not less than two-thirds of whose members must consist of persons representing universities and other bodies interested in education. This embodies a conception far in advance of anything developed by the public mind in Australia, and we are satisfied that as long as the various educational agencies of our colony remain isolated, and are administered as at present, so long will we remain an undeveloped community.

We regard the creation of the council which we suggest as the most effective means of educating and awakening the community to what is required. If properly constituted, it will be a voice of authority. It will not only make it apparent that the greatest of all national resources are the faculties and characters of our children, but it will continuously and fearlessly direct attention to all shortcomings in the training of our people, and will enable the community at all times to compare the instruction provided by our schools with what is afforded in other countries. We do not think that we are cherishing a vain hope in feeling that the labours of the council would speedily be supplemented by a forcibly awakened interest of a very large section of the community. We are only a handful of people, with a very limited leisured class, and so much of the energy of the people is necessarily devoted to the work of building up the colony in its material sense, and in developing its material resources, that it is not to be wondered at if, in the question of mental culture, we have not continuously, as a people, kept alive to the world-wide development during the last twenty years. At the same time, it is believed that it would not be a task of the greatest difficulty to create, maintain, and extend a healthy public interest in these matters, an interest which is essential to progress, and the absence of which largely accounts for our present unsatisfactory condition.

Our national system of primary education has not tended to evoke criticism upon itself. The community has not been face to face, in any large sense, with materials for the comparative study of widely-varying methods of teaching, and has trusted that the Government has been wisely administering a sound system. In fact, the good work done within limited range by the primary system has prevented the people from realizing how limited the range was, and that education should be ever-progressive. Successive Governments have also failed to recognise this, and the Commission is sure that, unless some means be adopted of arousing and permanently maintaining public interest in education, no true reform will ever be

consummated. We feel satisfied that the establishment of such a body as the council we refer to would stimulate progress, and would permanently set on foot discussion, criticism, and inquiry as to every branch of education.

There is no guarantee that Ministers of the Crown will be trained and enthusiastic educationists. Experience also shows that the operation of the public service system does not provide for initiative or a zeal for progress within the departments dealing with education. Movement, when it does occur, is spasmodic, and often neither intelligent nor continuous; and at present the community is powerless, through want of independent, authoritative, and courageously expressed information and criticism as to defects. The council would provide this. It would assist the Minister, who cannot be expected to be an expert. It would eventually bring about a sympathetic and intelligent attitude on the part of the permanent officials, inspectors, and teachers towards education. No antagonism need be feared between a body like this and a responsible Minister, whose administration would be so greatly benefited by its labours. Human nature being what it is, it would be natural for public men to move forward to the consummation of reform indorsed and applauded by the most forcible factor of public opinion.

III. ROYAL COMMISSION ON RELIGIOUS INSTRUCTION IN STATE SCHOOLS.

(i.) EXTRACTS FROM THE COMMISSIONERS' REPORT.

On April 9, 1900, a Royal Commission was appointed for the purpose of suggesting what religious instruction should be given in the State Schools of Victoria. It consisted of the following members:—The Ven. Henry Archdall Langley, chairman; the Rev. Joseph Abrahams, M.A., D.D.; the Rev. Thomas Adamson; the Rev. Llewellyn David Bevan, D.D.; Herbert Howard Booth, Esq.; the Right Rev. Henry Edward Cooper, D.D.; the Rev. Hermann Herlitz; the Rev. Stephen Howard; the Rev William Hunt; the Rev. Richard Henry Lambley; the Rev. Patrick John Murdock, M.A.; the Rev. David Porteus; the Rev. William Edward Secomb; the Rev. John Sinclair; the Rev. Charles Strong, D.D., appointed by the original Commission; and John McPhee, Esq., appointed by Order in Council, dated April 23, 1900. The Report was signed on September 13, 1900, by all the members except Mr. H. H. Booth and the Rev. Joseph Abrahams, who resigned their seats on the Commission, the former in April, the latter in August, 1900.

The salient paragraphs in the Commissioners' Report are as follows:—

"*Work of the Commission.*—While engaged in our undertaking we examined a number of witnesses, including the Secretary for Education, the Acting Inspector-General of Schools, some of the Inspectors, and a number of Teachers, whose expert evidence we found of the highest service.

"It was determined that a series of lessons should be selected from Holy Scripture, and, after long and careful consideration, it was unanimously decided to recommend the lessons contained in Appendix A. While some members of the Commission would have preferred to give greater prominence to certain Scripture teachings, and others would have preferred to eliminate a number of the lessons adopted, the Commission, as a whole, is glad to unite in recommending the scheme submitted.

"We are of opinion, and in this we are confirmed by the evidence of the experts examined, that these lessons should be given during the first hour of the day; that they should not exceed half an hour; and that the teachers might be trusted to explain the lesson, as they would any other subject, without obtruding personal or sectarian views.

"*Lessons Classified.*—As far as possible, these lessons have been prepared to meet the ordinary classification of the schools. Three series have been arranged—Junior, Intermediate, and Senior—from each of the Old and New Testaments. Each series contains only about 180 lessons. As it is intended to make this a two years' course in each division the lessons will be required to be used more than once, with the obvious advantage of impressing the truths advanced more deeply upon the minds of the scholars. All this is in perfect accord with the tenor of the expert evidence. The Old Testament series have been carefully prepared to meet the views of our Jewish fellow colonists, should they see fit to accept the system, no reference to New Testament passages occurring therein.

"*Contents of Lessons.*—We have carefully striven to provide lessons of an absolutely unsectarian character, and as simple as is compatible with an elementary knowledge of religious truth; no attempt has been made to introduce any theological system, and controversial doctrine has been carefully avoided. It is confidently hoped, therefore, that these lessons will find general acceptance.

"The general plan followed has the double advantage that, if the lesson be merely read, it will accomplish very much of what is desired; while if, as we hope, the lesson be carefully taught, the key to the moral instruction therein will be readily found by the teacher.

"*Methods of giving the Lessons.*—The question as to whether the lessons suggested should be simply read, or whether the teacher should be directed to give careful instruction in the meaning of the language and narrative, engaged our attention. The unanimous testimony of our witnesses was in favour of *teaching* as distinct from mere *reading;* that the lessons would be far more valuable and interesting if treated in this way; and that the teachers could be trusted loyally to teach the lessons as they would any other.

"In all the lessons a short verse has been selected for committal to memory, which we earnestly desire may be used in that way. In the Junior division the text is very short, so that it can be no burden even to the youngest.

"As the Junior classes are composed of children who cannot read, or who read very imperfectly, we further recommend that oral instruction be given in the Junior division, and that the motto text should be repeated until committed to memory. We also recommend that the Department be asked to adopt the pictorial and illustrative method for the instruction of the younger children.

"In order to assist the teachers, explanatory notes on matters of fact have been provided, which we believe will supply valuable information and help to give life and interest to the lessons.

"*Conscience Clause.*—For such teachers as conscientiously object to give the lessons, and for parents who object to their children receiving religious instruction, a conscience clause should be provided.

"*Lessons Part of School Curriculum.*—We recommend that the general scheme, including the supplementary lessons, should form part of the ordinary school curriculum, but we would suggest that the examination scheme of the Department should not apply to the devotional passages, but only to the narrative portion, the results not to affect the salaries of the teachers.

"*Prayers and Hymns.*—We have prepared a series of prayers and two services of instruction, both couched in Scripture language, which will be found in Appendix B. Our suggestion is that, if the teacher choose, these might be used before or after the Scripture lesson. If they are not used, we recommend that the devotional passage usually appended to each lesson should be read by all together, and should be followed by the Lord's Prayer.

"Believing that hymns would be a valuable adjunct to our scheme, we have made a selection of a varied and general character, which may be used in connexion with the lessons. These form Appendix C.

"*Voluntary Religious Instruction.* — While the voluntary religious instruction of the children has proved to be utterly inadequate to the necessities of the country, we view with great approval the efforts being made to provide religious instruction by voluntary agents, whose work we hope will be greatly assisted by the instruction it is now proposed to give through the trained teachers as a part of the school curriculum.

"*Conclusion.*—Having completed the preparation of this manual of Scripture Instruction, your Commission very respectfully submits the same to your Excellency with the hope that measures will be taken as early as possible to remit this question to a direct vote of the people; and in order that an intelligent vote may be given, and also to avoid putting the country to unnecessary expense, we very earnestly recommend that *three specimen lessons* in each division, with a *prayer* and *hymn* attached, be sent to every elector in Victoria. To meet the inquiries of those who desire to examine the work as a whole, we also recommend that, prior to the submittal of this question to the country, one or more complete copies of the Manual of Scripture lessons be placed in each of the Free Libraries or post-offices of the cities and principal towns of the province, for public inspection."

(ii.) EXTRACTS FROM THE EVIDENCE GIVEN BEFORE THE COMMISSION.

Thirteen witnesses were examined by the Commissioners and some extracts from their evidence will indicate the point of view from which the witnesses approached various parts of the subject. For convenient reference a few of the more significant answers have been grouped together under heads. The numbers in brackets, after the quotations, refer to the number of the answers in the Minutes of Evidence.

(1) *Would the teachers object to religious instruction being made part of the regular curriculum of the public elementary schools?*

On this subject, Mr. James Bagge, Secretary for Education, indicated some doubts. "Prior to the present Education Act, with the majority of teachers in denominational schools, it was part of their contract that they were to give religious lessons, but when the present Act came in, I think the majority of those who gave religious instruction were glad to get away from it" (17). Mr. L. J. Mountain, Assistant Teacher in the South Brunswick State School, reported that "there is a great difference of opinion amongst teachers generally on the whole question" (382). Mr. James Holland (Acting Inspector-General, Senior Inspector of Schools) said that "the teachers are already making an outcry about the number of subjects taught. No doubt the teachers would make some slight objection. With regard to religious instruction there might be some trouble with the Catholic teachers." But he thought that "supposing a conscience clause is inserted for teachers and children, that would meet the difficulty" (222–3). Mr. Mountain was asked whether "from his knowledge of it, if the country were to approve the scheme which the Commissioners would present to Parliament, he thought that the teachers would loyally carry out, under a conscience clause, what the Department wished, if the time-table were modified." He replied to the question, "I would not hesitate to answer that in the affirmative" (383).

Mr. Malcolm McGillivray (head teacher of the Central Model School, Spring Street, Melbourne—a teacher of many years' experience) said, "I do not think we will have the same serious difficulty with the teachers as

is anticipated. I believe the feeling of the great majority of teachers is in the direction of Scripture work. The atmosphere in connexion with our Department, not only of teachers but of officials, has greatly improved during the last few years. In the voluntary system of religious instruction carried on in Melbourne, we have met with the greatest courtesy from the head teachers and assistants. The boards of advice are also sympathetic, which implies that the public mind is being educated in the direction of religious instruction" (140).

Miss Clara Weekes (first female assistant teacher at High Street State School, Pzahzan, and delegate of the Victorian Lady Teachers' Association), in answer to a question on "Have you given religious instruction in a State School?" replied, "No; we are not allowed. At one time I taught in a Sunday school that was held in a State School building, and the correspondent of the Board of Advice told me I must cease. I think the majority of teachers would be only too glad to have that restriction removed: you are always being brought to a standstill in the moral teaching. There must be something behind self-interest" (325).

(2) *On general grounds is it desirable that religious instruction (with a conscience clause) should be made part of the regular school curriculum?*

Mr. John Byatt (organizing inspector of manual instruction to the Education Department of Victoria, and for seventeen years a trained certificated master under the London School Board) said, "In our schools (*i.e.*, in London) we have teachers of every denomination and they all have to teach, and I should be perfectly willing to send a child of mine to any Board School in London to receive religious instruction. The teachers are not allowed to inculcate the doctrines belonging to any particular church. As a matter of fact there has never been any complaint, and that the religious instruction is satisfactory is shown by the fact that during the time the schools have been opened, we have closed no fewer than seven large prisons in London. If the criminal population had gone on increasing at the rate it did before 1870, we should have wanted three or four more prisons, instead of pulling down seven, and another is coming down very shortly. A great deal of that is attributed to the education in our schools. I am of opinion that the religious instruction is of such a character in our schools that that one subject has had more influence and weight in closing those prisons than any other subject" (201).

Miss Weekes said, "I think that the Old Testament history is a most important history but in the present day sufficient stress is not laid upon it, and the children are not taught sufficiently that the same old sins that caused the destruction of the Canaanitish nations, and the Jews to lose their place as a nation, are the same as those with us to-day, and that we are all liable to. I am positive that religious lessons, if properly arranged, would affect the whole national life, and I am certain that something should be done to teach the children in the upper classes that the same old sins are with us to-day" (335–6).

(3) *When should the religious lesson be given? Should it be given every day?*

Mr. Frank Tate, M.A. (Principal of the Training College, who has been in every grade of the teaching service, as well as an Inspector, and lecturer at a training college, and therefore spoke with great authority), said:—"I think that, from the very nature of the subject, it should be dealt with every day and not relegated to a portion of the school week. It is very important that such a subject should be present before the children every day of the school week" (39). He thought that about a quarter of an hour at the opening of the school for some religious exercise would be very appropriate, but he added that a religious lesson, if given intelligibly, ought to take (with devotion) fully half an hour (40-45).

Mr. C. R. Long, M.A. (Inspector of Schools), would give twenty minutes to Scripture instruction, at the beginning of the school lessons, every day (103). Mr. Long explained that in order that the present work should not suffer, it would, in his opinion, be necessary to begin school at ten minutes to nine o'clock. Against this suggestion, a vigorous protest was made by Mr Malcolm McGillivray who said that the plan "would be a serious difficulty, not only with the scholars but with the teachers." "If we are to get this religious instruction into the State schools, the pleasanter the way we can introduce it, the better for its success, and if we start by bringing the children in twenty minutes earlier than they have been accustomed to come, they would not like it; we should set our minds against that. . . . The curriculum is now so overloaded that the Education Department will have to face the question of modifying the work in some way so that we can get this additional half hour or twenty minutes' work in. If this Scripture instruction is to be a success, we must carry the teachers with us" (136-7).

Mr. G. H. Carter (Head Teacher of the Brighton State Schools) urged that every schoolday should begin with some religious exercise. "Anything that would tend to give a quiet solemnity to the commencement of the day's proceedings and would help to inculcate a spirit of calmness into the day's work, would be of immense advantage; something that the children took part in and that they could feel was intended for them" (273). Mr. W. T. Lewis (Head Master of State school, 253, Footscray) also suggested that the religious lesson should be given at the commencement of the school (353).

(4) *Would the parents of the children be likely to object to religious instruction being made part of the curriculum?*

Mr. Rennick (Head teacher of the Rathdown-Street State School, Carlton, previously an inspector for eleven years and one who has had long experience in State school work, and has seen all parts of the system) said: "The scruples of parents against their children being present at religious instruction are found to be remarkably small: only Jews and occasionally a Roman Catholic were absolutely withdrawn. In all the cases I have had to deal with the bulk of the parents were pleased that the 'children should remain' (*i.e.*, while religious instruction was being given under existing conditions) 'and receive instruction'" (292).

Mr. Mountain said: "I have been in three different country schools. Certainly two or three of the parents would have objected, had there been religious instruction, but at no country school where I have been was there religious instruction. I am sorry to say the majority of the parents were indifferent" (404).

Mr. Byatt was asked, "In your seventeen years' experience (*i.e.*, in a London Board School) what proportion of your children asked to be excused under the conscience clause?" He replied: "The school I was in contained 420 boys, 420 girls, 580 infants, and about 500 junior mixed, making about 2,000. I can only speak of the boys, and out of those 420 boys, for the whole seventeen years I can only remember two boys having been withdrawn from religious instruction. One was the son of a professed Atheist, and the week after the father died, the mother came round and asked for the boy to be taken in: the other boy was the son of Jewish parents, his father came to the school and said he would be only too pleased to have him taught Old Testament history, if we would withdraw him from New Testament history, which of course was done. There is absolutely no religious difficulty as far as the children are concerned" (171).

Asked whether "the difficulty that the teachers might be unfitted to impart religious lessons had been found to be a practical one in England," Mr. Byatt replied: "Any teacher who is morally unfit to impart religious instruction is unfit to teach anything else, and he is got rid of accordingly." (174).

(5) *Is there room for religious instruction in the curriculum of primary schools in Victoria under the present arrangements?*

On this point, many of the witnesses spoke strongly. Mr. McGillivray's remarks have been quoted above.

Mr. Carter said: "It would be cruel to increase the work of the teachers without giving them some easing off in another direction. . . . Our children are over-worked at the present time" (274). Miss Weekes said: "Our programme is very much overburdened as it is, and there will have to be some modification made in it to make room for the proposed introduction of kindergarten and technical education. We cannot accomplish what we have to do as it is without a great strain. If the schools were properly staffed, it might make a difference: but at present they are very improperly staffed. . . . It is not so much increase of the staff that is required as experienced teachers on the staff" (327). Mr. James Holland agreed that, if the system of payment by results were modified or done away with, the Department would be much more able to introduce changes in the curriculum (225). Mr. Bagge, the Secretary for Education, said: "The question of payment by results has been discussed in the Department for years. The Department is in favour of a modification, even if it is not abolished" (28).

(6) *How far would it be necessary to limit the freedom of individual teachers in regard to the subject matter of their religious lessons?*

On this point, the following extract from the evidence of Mr. Frank Tate, Principal of the Training College, will be read with interest:—

Q. 75. Would you say the value of the lesson, if adopted, would be improved by explanations of the words such as you have in the school reader?—I do not care for these lists of lessons personally. I like to see notes, if there are any points to be cleared up; but the actual meanings of words I do not attach much importance to.

Q. 76. Do you know the questions in the Irish Reader?—Yes, I have seen them.

Q. 77. They are questions with regard to facts?—Yes.

Q. 78. With regard to history, are the teachers permitted to express their own opinions about facts of history, whether they approve of them or the reverse, or are they simply expected to give the children the facts, and make them understand them. Supposing there is an Irish teacher who is teaching some facts of English history, and he comes to one part where he thinks the English have wronged the Irish, is he allowed to express an opinion to the children about that?—As an inspector, I would allow him, provided he does not do it in an offensive way. I do not know of any regulation preventing his doing so.

Q. 79. Would a teacher be allowed in teaching those lessons to say to the children, "You have read the lesson, but do not believe it; it is not true"?—I have never known a case of this sort to happen. If a teacher expressed an opinion of that kind I feel sure the Department would not allow it. If he told them that the history as taught from the Department's approved text-book was wrong, I do not think he would be allowed to do so. Difference of opinion on questions might be pointed out, but wholesale condemnation would not be allowed.

Q. 80. In such a case as that, would not the conscience clause cover the whole position as regards the Scriptures?—Yes.

Q. 81. You are aware there is a great deal of jealousy in the country with regard to permitting teachers to teach with a free hand passages of Scripture, because many people think that there are teachers who would abuse that freedom—suppose the country will not give the teachers that freedom, would the lesson be improved by having certain questions appended to it?—The questions certainly have a use, but I think that they have an abuse also. If a teacher is not to express an opinion, and has to be

carefully conditioned as regards his explanation, then I think there is an advantage in having the catechism at the end ; but, speaking as a teacher, I would say, if these lessons are to be introduced, the teacher should have the right to teach them.

Q. 82. You would put the lesson into the teacher's hands and trust him?—Yes, if he is to give a lesson that is of any effect he must feel it himself ; if he is merely to get the children to read it through two or three times, and ask stereotyped questions, I fail to see that it would be of much value. I would not call it teaching.

Q. 83. He would be expected to teach them loyally?—Yes, if he undertook to do it.

Q. 84. If, instead of categorical questions, explanations are added, would it be of value if the teacher is not allowed to give his own explanation? —Yes, I think notes are of value ; there might be an allusion to some lesson that had gone before. There might be some custom hinted at that might be explained in the note.

Q. 85. Would the teachers, on the whole, prefer a merely historical lesson, meaning very little more than reading the Scripture, or would they prefer an ethical lesson, as being more useful and more likely to interest teachers and taught than a merely chronological lesson?—I think with a lesson such as that suggested by Dr. Strong, what would appeal to the teacher is that there should be a unity about the subject, and a completeness about the subject—that the text chosen, the psalm sung, and the hymn and the prayer could all be centred towards some ethical subject, and I do not think it would be impossible to arrange in the work for one of the divisions to have typical stories illustrating the same ethical subject. I think there would be a completeness about the lesson that would be very desirable from a teaching point of view. At the same time, a lesson such as this would require freedom of treatment by the teacher ; and whether you will get that freedom I do not know.

(iii.) EXTRACTS FROM APPENDIX A.

MANUAL OF SCRIPTURE INSTRUCTION.

[*Three specimen lessons, which it is hoped are fairly representative of the whole, have been selected from each of the three lesson books—Senior, Intermediate, and Junior, which form the Manual.*]

SENIOR LESSON BOOK.

OLD TESTAMENT.

SOLOMON'S CHOICE.

"*Give Thy servant an understanding heart.*"—1 Kings iii. 9.

Narrative. And Solomon loved the Lord, walking in the statutes of David his father : only he sacrificed and burnt incense in high places. And the king went to Gibeon to sacrifice there ; for that was the great high place : a thousand burnt offerings did Solomon offer upon that altar.

In Gibeon the Lord appeared to Solomon in a dream by night : and God said—"Ask what I shall give thee." And Solomon said—"Thou hast showed unto Thy servant David my father great mercy, according as he walked before Thee in truth, and in righteousness, and in uprightness of heart with Thee ; and Thou has kept for him this great kindness, that Thou hast given him a son to sit on his throne, as it is this day. And now, O Lord my God, Thou hast made Thy servant king instead of David, my father : and I am but a little child : I know not how to go out or come in. And Thy servant is in the midst of Thy people which Thou hast chosen, a great people, that cannot be numbered nor counted for multitude. Give therefore Thy servant an understanding heart to judge Thy people, that I may discern between good and bad : for who is able to judge this Thy so great people?" And the speech pleased the Lord, that Solomon had asked this thing.

And God said unto him—"Because thou hast asked this thing, and hast not asked for thyself long life; neither hast asked riches for thyself, nor hast asked the life of thine enemies; but hast asked for thyself understanding to discern judgment; behold, I have done according to thy words: lo, I have given thee a wise and an understanding heart; so that there was none like thee before thee, neither after thee shall any arise like unto thee. And I have also given thee that which thou hast not asked, both riches and honour: so that there shall not be any among the kings like unto thee all thy days. And if thou wilt walk in My ways, to keep My statutes and My commandments, as thy father David did walk, then I will lengthen thy days." And Solomon awoke; and, behold, it was a dream: And he came to Jerusalem, and stood before the ark of the covenant of the Lord, and offered up burnt offerings, and offered peace offerings, and made a feast to all his servants.

—1 Kings iii. 3–15.

Devotion.

Give the king Thy judgments, O God,
And Thy righteousness unto the king's son.
He shall judge Thy people with righteousness,
And Thy poor with judgment.
The mountains shall bring peace to the people,
And the little hills by righteousness.
He shall judge the poor of the people,
He shall save the children of the needy,
And shall break in pieces the oppressor.
They shall fear Thee while the sun endureth,
And so long as the moon, throughout all generations.
He shall come down like rain upon the mown grass:
As showers that water the earth.
In his days shall the righteous flourish;
And abundance of peace so long as the moon endureth.
He shall have dominion also from sea to sea,
And from the river unto the ends of the earth.
They that dwell in the wilderness shall bow before Him;
And his enemies shall lick the dust.
The kings of Tarshish and of the isles shall bring presents,
The kings of Sheba and Seba shall offer gifts.
Yea, all kings shall fall down before Him:
All nations shall serve Him.
For He shall deliver the needy when he crieth;
***The poor also, and him that hath no helper.**
He shall spare the poor and needy,
And shall save the souls of the needy.
He shall redeem their soul from deceit and violence:
And precious shall their blood be in His sight.
And He shall live, and to Him shall be given of the gold of Sheba:
Prayer also shall be made for Him continually;
And daily shall He be praised.
There shall be an handful of corn in the earth upon the top of the mountains;
The fruit thereof shall shake like Lebanon:
And they of the city shall flourish like grass of the earth.
His name shall endure for ever:
His name shall be continued as long as the sun:
And men shall be blessed in Him:
All nations shall call Him Blessed.
Blessed be the Lord God, the God of Israel,
Who only doeth wondrous things.
And blessed be His glorious name for ever:
And let the whole earth be filled with His glory;
Amen, and Amen.

—Psalm lxxii.

* General Note.—Passages printed in this type to be memorized by scholars.

NOTES.—*Gibeon* (hill town), about five miles north-west of Jerusalem. An ancient town with a long history. See Joshua ix. 3–23; xi. 19; 2 Samuel xxi. 1–14.

High Place.—An altar built upon a height, probably of Canaanitish origin. Cf., Amos. vii. 9; Hosea iv. 13.

Ark of the Covenant.—A chest or box in which the tables of the law were kept. See 1 Kings viii. 9–21.

Tarshish.—Probably the Phœnician colonies on the south-east coast of Spain–Tartessus.

Sheba.—The south-west of the Arabian peninsula; some make it = Nubia.

Lebanon.—Mountain range on the extreme north of Palestine. See 1 Kings v. 6; remarkable for its forests of oak, pine, and cedar. Never conquered by the Hebrews.

NEW TESTAMENT.

APOSTLES IN PRISON.

What shall we then say to these things? If God be for us, who can be against us?"—Romans viii. 31.

Then the high priest rose up, and all they that were with him (which is the sect of the Sadducees), and were filled with indignation, and laid their hands on the apostles and put them in the common prison. Narrative.

But the angel of the Lord by night opened the prison doors, and brought them forth and said—"Go, stand and speak in the temple to the people all the words of this Life." And when they heard that, they entered into the temple early in the morning, and taught.

But the high priest came and they that were with him and called the council together and all the senate of the children of Israel, and sent to the prison to have them brought.

But, when the officers came and found them not in the prison, they returned, and told, saying—"The prison truly found we shut with all safety, and the keepers standing without before the doors: but when we had opened, we found no man within." Now, when the high priest and the captain of the temple and the chief priests heard these things, they doubted of them whereunto this would grow.

Then came one and told them, saying—"Behold, the men whom ye put in prison are standing in the temple and teaching the people." Then went the captain with the officers, and brought them without violence: for they feared the people, lest they should have been stoned.

And when they had brought them, they set them before the council: and the high priest asked them, saying—"Did not we straitly command you that ye should not teach in this name? and, behold, ye have filled Jerusalem with your doctrine, and intend to bring this man's blood upon us."

Then Peter and the other apostles answered, and said—"We ought to obey God rather than men. The God of our fathers raised up Jesus, whom ye slew, and hanged on a tree. Him hath God exalted with His right hand to be a Prince and a Saviour, for to give repentance to Israel and forgiveness of sins. And we are His witnesses of these things; and so is also the Holy Ghost, whom God hath given to them that obey Him."

—Acts v. 17–32.

Let nothing be done through strife or vainglory; but in lowliness of mind let each esteem other better than themselves. Duty.

—Philippians ii. 3.

What shall we then say to these things? If God be for us, who can be against us? He that spared not His own Son, but delivered Him up for us all, how shall He not with Him also freely give us all things? Who shall lay anything to the charge of God's elect? It is God that justifieth, Devotion.

Who is he that condemneth? It is Christ that died, yea rather, that is risen again, who is even at the right hand of God, who also maketh intercession for us.

—Romans viii. 31–34.

NOTE.—*The Senate.*—Probably a body of elders acting with the Sanhedrim.

SUPPLEMENTARY LESSONS.

DRAWN FROM THE OLD AND NEW TESTAMENTS ALTERNATELY.

"HIS STRENGTH WAS AS THE STRENGTH OF TEN, BECAUSE HIS HEART WAS PURE."

And David said to Saul—"Let no man's heart fail because of him (Goliath, the champion); thy servant will go and fight with this Philistine." And Saul said to David—"Thou are not able to go forth against this Philistine to fight with him: for thou art but a youth, and he a man of war from his youth." And David said unto Saul—"Thy servant kept his father's sheep, and there came a lion, and a bear, and took a lamb out of the flock: and I went out after him, and smote him, and delivered it out of his mouth: and when he arose against me, I caught him by his beard, and smote him, and slew him. Thy servant slew both the lion and the bear: and this uncircumcised Philistine shall be as one of them, seeing he hath defied the armies of the living God."

David said moreover—"The Lord that delivered me out of the paw of the lion, and out of the paw of the bear, He will deliver me out of the hand of this Philistine." And Saul said unto David—"Go, and the Lord be with thee." And Saul armed David with his armour, and he put an helmet of brass upon his head; also he armed him with a coat of mail. And David girded his sword upon his armour, and he assayed to go; for he had not proved it. And David said unto Saul—"I cannot go with these; for I have not proved them." And David put them off him. And he took his staff in his hand, and chose him five smooth stones out of the brook, and put them in a shepherd's bag which he had, even in a scrip; and his sling was in his hand: and he drew near to the Philistine. And the Philistine came on and drew near unto David; and the man that bare the shield went before him. And when the Philistine looked about, and saw David, he disdained him: for he was but a youth, and ruddy, and of a fair countenance. And the Philistine said unto David—"Am I a dog, that thou comest to me with staves?" And the Philistine cursed David by his gods. And the Philistine said to David—"Come to me, and I will give thy flesh unto the fowls of the air, and to the beasts of the field." Then said David to the Philistine—"Thou comest to me with a sword, and with a spear, and with a shield: but I come to thee in the name of the Lord of hosts, the God of the armies of Israel, whom thou hast defied. This day will the Lord deliver thee into mine hand; and I will smite thee, and take thine head from thee; and I will give the carcases of the host of the Philistines this day unto the fowls of the air, and to the wild beasts of the earth; that all the earth may know that there is a God in Israel. And all this assembly shall know that the Lord saveth not with sword and spear: for the battle is the Lord's, and He will give you into our hands." And it came to pass, when the Philistine arose, and came and drew nigh to meet David, that David hasted, and ran toward the army to meet the Philistine. And David put his hand in his bag, and took thence a stone, and slang it, and smote the Philistine in his forehead, that the stone sunk into his forehead; and he fell upon his face to the earth. So David prevailed over the Philistine with a sling and with a stone, and smote the Philistine, and slew him; but there was no sword in the hand of David. Therefore David ran, and stood upon the Philistine, and took his sword, and drew it out of the sheath thereof, and slew him, and cut off his head therewith. And when the Philistines saw their champion was dead, they fled. And the men of Israel and of Judah arose, and shouted, and

pursued the Philistines, until thou come to the valley, and to the gates of Ekron. And the wounded of the Philistines fell down by the way to Shaaraim, even unto Gath, and unto Ekron.

—1 Samuel xvii. 32–52.

I will love Thee, O Lord, my strength.
The Lord is my rock and my fortress, and my deliverer ;
My God, my strength, in Whom I will trust ;
My buckler, and the horn of my salvation,
And my high tower.
I will call upon the Lord, Who is worthy to be praised :
So shall I be saved from mine enemies.

—Psalm xviii. 1–4.

My soul wait thou only upon God ;
For my expectation is from Him.
With God is my salvation and my glory ;
The rock of my strength, and my refuge is in God.

—Psalm lxii. 6, 7.

Thou wilt bless the righteous :
O Lord Thou wilt compass him with favour, as with a shield.

—Psalm v. 12.

INTERMEDIATE LESSON BOOK.

OLD TESTAMENT.

A NATIONAL REVIVAL.

"*Come and let us return unto the Lord.*"—Hosea vi. 1.

Narrative. And Samuel spake unto all the house of Israel, saying—"If ye do return unto the Lord with all your hearts, then put away the strange gods and Ashtaroth from among you, and prepare your hearts unto the Lord, and serve Him only : and He will deliver you out of the hand of the Philistines."

Then the children of Israel did put away Baalim and Ashtaroth, and served the Lord only.

And Samuel said—"Gather all Israel to Mizpeh, and I will pray for you unto the Lord." And they gathered together to Mizpeh, and drew water, and poured it out before the Lord, and fasted on that day, and said there—"We have sinned against the Lord."

And when the Philistines heard that the children of Israel were gathered together to Mizpeh, the lords of the Philistines went up against Israel. And when the children of Israel heard it, they were afraid of the Philistines.

And the children of Israel said to Samuel—"Cease not to cry unto the Lord our God for us, that He will save us out of the hand of the Philistines." And Samuel took a sucking lamb, and offered it for a burnt offering wholly unto the Lord : and Samuel cried unto the Lord for Israel ; and the Lord heard him. And as Samuel was offering up the burnt offering, the Philistines drew near to battle against Israel : but the Lord thundered with a great thunder on that day upon the Philistines, and discomfited them ; and they were smitten before Israel. And the men of Israel went out of Mizpeh, and pursued the Philistines, and smote them, until they came under Bethcar.

Then Samuel took a stone, and set it between Mizpeh and Shen, and called the name of it Eben-ezer, saying—"Hitherto hath the Lord helped us."

So the Philistines were subdued, and they came no more into the coast of Israel : and the hand of the Lord was against the Philistines all the days of Samuel. And the cities which the Philistines had taken from Israel were restored to Israel, from Ekron even unto Gath ; and the coasts thereof did Israel deliver out of the hands of the Philistines,

And Samuel judged Israel all the days of his life. And he went from year to year in circuit to Beth-el, and Gilgal, and Mizpeh, and judged Israel in all those places. And his return was to Ramah; for there was his house; and there he judged Israel; and there he built an altar unto the Lord.

—1 Samuel vii. 3–17.

Duty. Take with you words, and turn to the Lord: say unto Him—"Take away all iniquity, and receive us graciously: so will we render the fruit of our lips." I will heal their backsliding, I will love them freely: for Mine anger is turned away from him.

—Hosea xiv. 2–4.

Rend your heart, and not your garments, and turn unto the Lord your God: for He is gracious and merciful, slow to anger, and of great kindness, and repenteth Him of the evil.

—Joel ii. 13.

Devotion. **Restore unto me the joy of Thy salvation,**
And uphold me with a free spirit.

—Psalm li. 12.

NOTES.—*Drew water, &c.*—A symbolical act, probably significant of the outpouring of their hearts before God in penitence and supplication.

Discomfited them.—The Hebrew word expresses the confusion of a sudden panic.

Beth-car (‖ "house of a lamb" or "house of pasture") was apparently on high ground overhanging the road back to Philistia.

Ramah was Samuel's ordinary place of abode, but for the better administration of affairs "he went from year to year in circuit." The northern tribes had easy access to him at *Bethel*. *Gilgal* was a convenient centre for the tribe of Benjamin and the Trans-Jordanic tribes. *Mizpeh* was convenient for the tribes of Judah, Simeon, and Dan.

NEW TESTAMENT (LIFE OF OUR LORD).

WHOM SHALL WE FEAR?

"*Even the very hairs of your head are all numbered.*"—Luke xii. 7.

Narrative. "And I say unto you My friends, Be not afraid of them that kill the body, and after that have no more that they can do. But I will forewarn you whom ye shall fear: Fear him, which after he hath killed hath power to cast into hell; yea, I say unto you, Fear him. Are not five sparrows sold for two farthings, and not one of them is forgotten before God? But even the very hairs of your head are all numbered. Fear not therefore: ye are of more value than many sparrows. Also I say unto you, Whosoever shall confess Me before men, him shall the Son of man also confess before the angels of God: But he that denieth Me before men shall be denied before the angels of God. And whosoever shall speak a word against the Son of man, it shall be forgiven him: but unto him that blasphemeth against the Holy Ghost, it shall not be forgiven. And when they bring you unto the synagogues, and unto magistrates, and powers, take ye no thought how or what thing ye shall answer, or what ye shall say: for the Holy Ghost shall teach you in the same hour what ye ought to say."

—Luke xii. 4–12.

Duty. Why sayest thou, O Jacob, and speakest, O Israel—"My way is hid from the Lord, and my judgment is passed over from my God?"

Hast thou not known? hast thou not heard, that the everlasting God, the Lord, the Creator of the ends of the earth, fainteth not, neither is weary? there is no searching of His understanding. He giveth power to the faint; and to them that have no might He increaseth strength. Even the youths shall faint and be weary, and the young men shall utterly fall: but they that wait upon the Lord shall renew their strength; they shall

mount up with wings as eagles; they shall run, and not be weary; and they shall walk, and not faint.

—Isaiah xl. 27–31.

Confidence in God.

The Lord is my light and my salvation; whom shall I fear?
The Lord is the strength of my life; of whom shall I be afraid?
Though an host shall encamp against me,
My heart shall not fear:
Though war shall rise against me,
In this will I be confident.
For in the time of trouble He shall hide me in His pavilion:
In the secret of His tabernacle shall He hide me;
He shall set me up upon a rock.
And now shall mine head be lifted up above mine enemies round about me:
Therefore will I offer in His tabernacle sacrifices of joy;
I will sing, yea, I will sing praises unto the Lord.

—Psalm xxvii. 1, 3, 5, 6.

NOTES.—*Hell.*—A figure derived from Gehenna, and Gehenna of Fire—the valley of Hinnom, on the south of Jerusalem, where the Israelites offered their children to Baal. 2 Kings xxiii. 10; Jeremiah vii. 31–32, xix. 2–5.

Powers.—The authorities.

SUPPLEMENTARY LESSONS.

DRAWN FROM THE OLD AND NEW TESTAMENTS ALTERNATELY.

THE SPIRIT OF UNTIRING FORGIVENESS IN THE KINGDOM OF GOD.

Then came Peter to Him, and said—"Lord, how oft shall my brother sin against me, and I forgive him? till seven times?" Jesus saith unto him—"I say not unto thee, Until seven times; but, until seventy times seven."

"Therefore is the kingdom of heaven likened unto a certain king, which would take account of his servants. And when he had begun to reckon, one was brought unto him, which owed him ten thousand talents. But forasmuch as he had not to pay, his lord commanded him to be sold, and his wife, and children, and all that he had, and payment to be made. The servant therefore fell down, and worshipped him, saying—'Lord, have patience with me, and I will pay thee all.' Then the lord of that servant was moved with compassion, and loosed him, and forgave him the debt. But the same servant went out, and found one of his fellow servants, which owed him an hundred pence: and he laid hands on him, and took him by throat, saying—'Pay me that thou owest.' And his fellow servant fell down at his feet, and besought him, saying—'Have patience with me, and I will pay thee all.' And he would not: but went and cast him into prison, till he should pay the debt. So when his fellow servants saw what was done, they were very sorry, and came and told unto their lord all that was done. Then his lord, after that he had called him, said unto him—'O thou wicked servant, I forgave thee all that debt, because thou desiredst me: shouldest not thou also have had compassion on thy fellow servant, even as I had pity on thee?' And his lord was wroth, and delivered him to the tormentors, till he should pay all that was due unto him."

—Matthew xviii. 21–34.

Then said Jesus—"Father, forgive them; for they know not what they do." And they parted His raiment, and cast lots.

—Luke xxiii. 34.

And they stoned Stephen, calling upon God, saying—"Lord Jesus, receive my spirit." And he kneeled down, and cried with a loud voice—"Lord, lay not this sin to their charge." And when he had said this, he fell asleep.

—Acts vii. 59, 60.

Put on, therefore, as the elect of God, holy and beloved, bowels of mercies, kindness, humbleness of mind, meekness, long-suffering; forbearing one another, and forgiving one another, if any man have a quarrel against any: even as Christ forgave you, so also do ye. And above all these things put on charity, which is the bond of perfectness. And let the peace of God rule in your hearts, to the which also ye are called in one body; and be ye thankful.

—Colossians iii. 12–15.

JUNIOR LESSON BOOK.

OLD TESTAMENT.

THE BURNING BUSH.

"*The bush burned, and was not consumed.*"—Exodus iii. 2.

Now Moses kept the flock of Jethro his father in law, the priest of Midian: and he led the flock to the back of the desert, and came to the mountain of God, even to Horeb.

And the Angel of the Lord appeared unto him in a flame of fire out of the midst of a bush: and he looked, and, behold, the bush burned with fire, and the bush was not consumed.

And Moses said—"I will now turn aside, and see this great sight, why the bush is not burnt."

And when the Lord saw that he turned aside to see, God called unto him out of the midst of the bush, and said—"Moses, Moses." And he said—"Here am I."

And He said—"Draw not nigh hither: put off thy shoes from off thy feet, for the place whereon thou standest is holy ground."

Moreover He said—"I am the God of thy father, the God of Abraham, the God of Isaac, and the God of Jacob." And Moses hid his face; for he was afraid to look upon God.

And the Lord said—"I have surely seen the affliction of my people which are in Egypt, and have heard their cry by reason of their task-masters; for I know their sorrows; and I am come down to deliver them out of the hand of the Egyptians, and to bring them up out of that land unto a good land and a large, unto a land flowing with milk and honey; unto the place of the Canaanites, and the Hittites, and the Amorites, and the Perizzites, and the Hivites, and the Jebusites.

"Now therefore, behold, the cry of the children of Israel is come unto Me: and I have also seen the oppression wherewith the Egyptians oppress them. Come now therefore, and I will send thee unto Pharaoh, that thou mayest bring forth My people the children of Israel out of Egypt."

And Moses said unto God—"Who am I, that I should go unto Pharaoh, and that I should bring forth the children of Israel out of Egypt?"

And He said—"Certainly I will be with thee; and this shall be a token unto thee, that I have sent thee: When thou hast brought forth the people out of Egypt, ye shall serve God upon this mountain."

And Moses said unto God—"Behold, when I come unto the children of Israel, and shall say unto them—'The God of your fathers hath sent me unto you'; and they shall say to me—'What is His name?' what shall I say unto them?"

And God said unto Moses—"I AM THAT I AM"; and He said—"Thus shalt thou say unto the children of Israel—'I AM hath sent me unto you.'"

—Exodus iii. 1–14.

NOTES.—*Horeb* (dry, parched).—The chain of mountains of which Sinai is the summit.

The Mount of God, because there God gave the ten commandments. Deuteronomy iv. 10–13.

Put off thy shoes.—The Mahommedans, in entering a house of prayer, do

the same to this day, as a symbol that the dust of the earth must not defile holy ground.

Flowing with milk and honey.—Describing a fruitful pastoral land.

Hittites, etc.—Five of the eleven Canaanite tribes.

I will send thee unto Pharaoh.—Moses had by that time lived forty years in Midian. So this was no longer Rameses, but another Pharaoh (king): Menephteh.

NEW TESTAMENT.

TRUE AND FALSE RELIGION.

"*God desireth truth in the inward parts.*"—Psalm li. 6.

And He said unto them in His doctrine—"Beware of the scribes, which love to go in long clothing, and love salutations in the market-places; and the chief seats in the synagogues, and the uppermost rooms at feasts: which devour widows' houses, and for a pretence make long prayers: these shall receive greater damnation."

And Jesus sat over against the treasury, and beheld how the people cast money into the treasury: and many that were rich cast in much. And there came a certain poor widow, and she threw in two mites, which make a farthing. And He called unto Him His disciples, and saith unto them—"Verily I say unto you, that this poor widow hath cast more in, than all they which have cast into the treasury: for all they did cast in of their abundance: but she of her want did cast in all that she had, even all her living."

—Mark xii. 38–44.

NOTES.—*Treasury.*—According to the Talmud, there were placed in the court of the women thirteen coffers with horn-shaped orifices, called "treasuries" (γαζοφυλάκια).

Two mites.—The mite was the smallest coin in either Greek or Roman money, and was about an eighth part of the "As" or larger farthing, which in value was slightly greater than three farthings of our money.

SUPPLEMENTARY LESSONS.

DRAWN FROM THE OLD AND NEW TESTAMENTS ALTERNATELY.

A BRAVE SOLDIER OF THE KINGDOM OF GOD MUST BE PREPARED TO MEET HARDSHIP.

And the same time there arose no small stir concerning the Way. For a certain man named Demetrius, a silversmith, which made silver shrines for Diana, brought no small gain unto the craftsmen; whom he called together with the workmen of like occupation, and said—"Sirs, ye know that by this craft we have our wealth. Moreover ye see and hear, that not alone at Ephesus, but almost throughout all Asia, this Paul hath persuaded and turned away much people, saying that they be no gods which are made with hands; so that not only this our craft is in danger to be set at nought; but also that the temple of the great goddess Diana should be despised, and her magnificence should be destroyed, whom all Asia and the world worshippeth." And when they heard these sayings, they were full of wrath, and cried out, saying—"Great is Diana of the Ephesians." And the whole city was filled with confusion: and having caught Gaius and Aristarchus, men of Macedonia, Paul's companions in travel, they rushed with one accord into the theatre. And when Paul would have entered in unto the people, the disciples suffered him not. And certain of the chief of Asia, which were his friends, sent unto him, desiring him that he would not adventure himself into the theatre. Some therefore cried one thing, and some another, for the assembly was confused; and the more part knew not wherefore they were come together. And they drew Alexander out of

the multitude, the Jews putting him forward. And Alexander beckoned with the hand, and would have made his defence unto the people. But when they knew that he was a Jew, all with one voice about the space of two hours cried out—"Great is Diana of the Ephesians." And when the town clerk had appeased the people, he said—"Ye men of Ephesus, what man is there that knoweth not how that the city of the Ephesians is a worshipper of the great goddess Diana, and of the image which fell down from Jupiter? Seeing then that these things cannot be spoken against, ye ought to be quiet, and to do nothing rashly. For ye have brought hither these men, which are neither robbers of churches, nor yet blasphemers of your goddess. Wherefore if Demetrius, and the craftsmen which are with him, have a matter against any man, the law is open, and there are deputies. Let them implead one another. But if ye inquire any thing concerning other matters, it shall be determined in a lawful assembly. For we are in danger to be called in question for this day's uproar, there being no cause whereby we may give an account of this concourse." And when he had thus spoken he dismissed the assembly.

—Acts xix. 23–41.

Of the Jews five times received I forty stripes save one. Thrice was I beaten with rods, once was I stoned, thrice I suffered shipwreck, a night and a day I have been in the deep; in journeyings often, in perils of waters, in perils of robbers, in perils by mine own countrymen, in perils by the heathen, in perils in the city, in perils in the wilderness, in perils in the sea, in perils among false brethren; in weariness and painfulness, in watchings often, in hunger and thirst, in fastings often, in cold and nakedness. Besides those things that are without, that which cometh upon me daily, the care of all the churches.

—2 Corinthians xi. 24–28.

Thou, therefore, endure hardness, as a good soldier of Jesus Christ.

—2 Timothy ii. 3.

Peace I leave with you; my peace I give unto you. In the world ye shall have tribulation; but be of good cheer; I have overcome the world.

—John xiv. 27a; xvi. 33b.

DECISION OF LEGISLATIVE COUNCIL ON THE SUBJECT OF A REFERENDUM IN REGARD TO SCRIPTURE LESSONS IN STATE SCHOOLS.

In a telegram, dated Melbourne, December 24th, the *Times* made the following announcement on Christmas Day, 1900:—"The Victorian Legislative Council has rejected by a small majority the Bill for taking a *referendum* on the question whether Scripture lessons should be given in State Schools.

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